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Ontario
Council on
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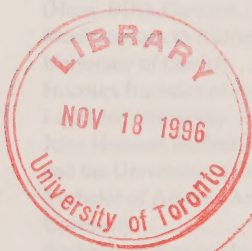
22nd
Annual
Report



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Ontario Council on University Affairs

22nd Annual Report April 1, 1995 to August 31, 1996



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August 1996

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Summary: Letter of Transmittal

Ontario Council
on University Affairs

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Ontario

August 31, 1996

The Honourable John C. Snobelen
Minister of Education and Training
22nd Floor, Mowat Block
900 Bay Street
Toronto, Ontario
M7A 1L2

Dear Mr. Minister:

I respectfully submit herewith the twenty-second and final annual report of the Ontario Council on University Affairs. The Chair of Management Board of Cabinet announced the elimination of Council on May 29, 1996. Consequently, this report covers the "year" that began April 1, 1995 and ended August 31, 1996, the official date on which Council's termination takes effect.

By a quirk of fate, it turns out that, having served as Council's founding Chair from the date of its inception on September 25, 1974 through February 28, 1977, I have found myself holding the position of Council's Interim Chair since September 1, 1995. Given the situation that thereby transforms me into the book-ends between which Council's history is to be found, permit me to salute all of the individuals who partook in this history, all of whose names are listed in this Report and who served as Council's chairs, members, public service officials and members of Council's Academic Advisory Committee.

I have the honor to be, Sir,

Yours very truly,

J. Stefan Dupré,
Interim Chair

MEMBERS AND OFFICERS OF THE ONTARIO COUNCIL ON UNIVERSITY AFFAIRS, 1995-96

Dr. George Bancroft
(1998) Willowdale

Mr. Alan Broadbent
(1996) Toronto

Ms. Moira Burke
(1996) London

Ms. Joanne Cloutier
(1997) Garson

Professor Joy Cohnstaedt *
(1995) Toronto
Chair

Mr. Peter Gallant
(1997) Kingston

Dr. Steve Halperin
(1997) Toronto

Mr. Tim Jackson
(1996) Toronto

Mr. Gilbert Levine
(1998) Ottawa

Dr. Lino Magagna
(1996) Windsor

Dr. Connie Nelson
(1996) Thunder Bay

Mr. William Owen
(1997) Toronto

Dr. David Smith
(1998) Kingston

Ms. Kate Thorne
(1996) Ottawa

Dr. Jill Vickers
(1997) Ottawa

Dr. Gary Warner
(1997) Hamilton

Lisa Feldman
Research Assistant

Diana Royce
Senior Research Officer

Marny Scully
Research Officer

Paul Stenton
Manager, Research and
Policy Analysis

Anna Uppal
Senior Research Officer

(Members' terms expire on last day of February of the year indicated in parentheses)

* August 31, 1995

MEMBERS OF THE ACADEMIC ADVISORY COMMITTEE, 1995-96

Malcolm Bibby
(March 31, 1998) Ottawa

Peter E. Egelstaff
(May 31, 1996) Waterloo

Margaret E. Johnston
(July 31, 1997) Thunder Bay

Pierre Laberge
(July 31, 1997) Ottawa

Sandra Olney
(July 31, 1997) Kingston
Chair since September 13, 1993

Joseph David Shorthouse
(March 31, 1998) Sudbury

Carolyn J. Tuohy
(July 31, 1997) Toronto

INTRODUCTION

INTRODUCTION

The 22nd Annual Report of the Ontario Council on University Affairs covers the period of April 1, 1995 to August 31, 1996, and contains the full text of all Advisory Memoranda issued during the year. The report also contains the responses of the Government to the recommendations made by Council.

COUNCIL'S ADVISORY MEMORANDA

95-I Undergraduate Quasi-Professional, Special and Professional Program Funding 1995-96

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs recommends on the funding eligibility of 15 new undergraduate programs in accordance with the procedures for full review set out in Advisory Memorandum 82-VII, "Undergraduate Program Approvals", and Advisory Memorandum 92-V, "Program Approvals", and with the procedures for cursory review set out in Advisory Memorandum 89-I, "New Undergraduate Quasi-Professional, Special and Professional Program Funding".

The following programs were considered by the Academic Advisory Committee for funding eligibility during the 1994-95 cycle of undergraduate program approvals:

Brock University

Business Administration, (BBA), Cursory Review - See Appendix A

Business Economics, (Honours BBE), Cursory Review - See Appendix B

Environmental Economics, (Honours BA), - See Appendix C

Carleton University

International Business, (Honours BIB), - See Appendix D

University of Guelph

Agricultural Economics, (BSc[Agr]), Cursory Review - See Appendix E

Agroecosystem Management, (BSc[Agr]), Cursory Review - See Appendix E

Agronomy, (BSc[Agr]), Cursory Review - See Appendix E

Animal Science, (BSc[Agr]), Cursory Review - See Appendix E

Horticultural Science and Business, (BSc[Agr]), Cursory Review - See Appendix E

Lakehead University

Indigenous Learning, (Honours BA), Cursory Review - See Appendix F

University of Ottawa

Italian, (Honours BA[Joint with Carleton University]), Cursory Review

- See Appendix G

Ryerson Polytechnic University

Justice Studies, (BAA), - See Appendix H

University of Waterloo

Music, (BA), Cursory Review - See Appendix I

University of Windsor

Family and Social Relations, (Honours BA), Cursory Review - See Appendix J

York University (Atkinson College)

Environmental Science, (BSc), Cursory Review - See Appendix K

2.0 Recommendations

Council has considered the advice of the Academic Advisory Committee and is convinced that all 15 proposed new undergraduate programs should be recommended to the Minister for funding eligibility, even in a time of economic restraint.

Council reviewed the three undergraduate programs undergoing full review, recommended by the Academic Advisory Committee, against the requirements of the tenth criterion: "[w]hether the program should be funded even in a time of economic restraint".¹ In doing so, Council assessed the undergraduate programs proposed for funding eligibility from a system-wide perspective and in light of the funding climate. Specifically, institutions were asked to indicate the impact of the proposed program on their corridor plan and how they intended to finance and staff the proposed program. Additional costs were to be identified, as well as the manner in which these costs would be covered. Finally, the impact on other programs within the institution was to be noted. Council has satisfied itself that these three programs should be recommended as eligible for funding even in a time of economic restraint.

Council reviewed the remaining 12 undergraduate programs, undergoing cursory review by the Academic Advisory Committee, and is satisfied that these programs should also be recommended for funding eligibility.

With respect to any disciplinary trends that should be raised from this cycle of program reviews, Council notes the development of two four-year general degree programs. Although Council was convinced by the evidence provided regarding societal need and student demand, Council does have some general concerns regarding four-year general degree programs, as a model for baccalaureate education in cases where four-year honours programs exist in the same program area. Both programs reviewed in this cycle involve four-year general programs which include a lower minimum average for continuation as well as a reduction in the number of required courses. Council is concerned that some confusion may develop among employers within a particular field regarding what a four-year degree of study actually means. Council plans to investigate these and other related issues more closely in the future.

Accordingly, Council *recommends to the Minister:*

OCUA 95-1

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF BUSINESS ADMINISTRATION PROGRAM IN BUSINESS ADMINISTRATION AT BROCK UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BBA program in Business Administration at Brock University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 2, with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

1. Ontario Council on University Affairs, OCUA Program Procedures Manual, March 2, 1993, p. 1.2.4.

OCUA 95-2

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF BUSINESS ECONOMICS PROGRAM IN BUSINESS ECONOMICS AT BROCK UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Honours BBE program in Business Economics at Brock University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 2, with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-3

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN ENVIRONMENTAL ECONOMICS AT BROCK UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Honours BA program in Environmental Economics at Brock University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the upper years of the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-4

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF INTERNATIONAL BUSINESS PROGRAM IN INTERNATIONAL BUSINESS AT CARLETON UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Honours BIB program in International Business at Carleton University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 2, with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-5

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE IN AGRICULTURE PROGRAM IN AGRICULTURAL ECONOMICS AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BSc (Agr) program in Agricultural Economics at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-6

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE IN AGRICULTURE PROGRAM IN AGROECOSYSTEM MANAGEMENT AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BSc (Agr) program in Agroecosystem Management at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-7

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE IN AGRICULTURE PROGRAM IN AGRONOMY AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BSc (Agr) program in Agronomy at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-8

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE IN AGRICULTURE PROGRAM IN ANIMAL SCIENCE AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BSc (Agr) program in Animal Science at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-9

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE IN AGRICULTURE PROGRAM IN HORTICULTURAL SCIENCE AND BUSINESS AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BSc (Agr) program in Horticultural Science and Business at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-10

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN INDIGENOUS LEARNING AT LAKEHEAD UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Honours BA program in Indigenous Learning at Lakehead University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the upper years of the program to be in Category 2, with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-11

ELIGIBILITY OF ENROLMENT IN THE JOINT HONOURS BACHELOR OF ARTS PROGRAM IN ITALIAN AT CARLETON UNIVERSITY AND THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Joint Honours BA program in Italian at Carleton University and the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1995-96 - the upper years of the program in Category 2, with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-12

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF APPLIED ARTS PROGRAM IN JUSTICE STUDIES AT RYERSON POLYTECHNIC UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BAA program in Justice Studies at Ryerson Polytechnic University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 1, with a weight of 1.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-13

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ARTS PROGRAM IN MUSIC AT THE UNIVERSITY OF WATERLOO FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the BA program in Music at the University of Waterloo be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 3, with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-14

*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF
ARTS PROGRAM IN FAMILY AND SOCIAL RELATIONS AT THE
UNIVERSITY OF WINDSOR FOR FUNDING PURPOSES IN 1995-96*

THAT enrolment in the Honours BA program in Family and Social Relations at the University of Windsor be counted as eligible BIUs for funding purposes beginning in 1995-96 - the upper years of the program to be in Category 2, with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-15

*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE
PROGRAM IN ENVIRONMENTAL SCIENCE AT YORK UNIVERSITY
(ATKINSON COLLEGE) FOR FUNDING PURPOSES IN 1995-96*

THAT enrolment in the BSc program in Environmental Science at York University (Atkinson College) be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 1, with a weight of 1.0, as outlined in The Ontario Operating Funds Distribution Manual.

Joy Cohnstaedt,
Chair

June 2, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Business Administration (BBA)
Brock University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 15, 1994, Brock University submitted the new undergraduate quasi-professional Bachelor of Business Administration program in Business Administration to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

Brock University currently offers a four-year Honours Bachelor of Business Administration program in Business Administration designed for students wishing to pursue careers in business or government. The proposed program is a four-year general BBA program in Business Administration. The minimum grade average of 70% in all major courses will be required for students to graduate from the Honours program, whereas the minimum grade average for students graduating from the general program will be a 60% average. The course requirements for both programs are the same. No new courses have been created in order to offer the proposed four-year general program.

Brock University indicates that students enrolled in the Business Administration program who did not achieve an Honours standing would transfer to the BA program in General Studies. The proposed general program has been introduced in order to provide a structured and relevant program for students who wish to take a business-oriented program with a lower minimum grade requirement than the existing Honours program.

Student demand for the proposed program is expected to be strong. The University projects that 200 students will enrol in the four-year general program.

The proposed program received Senate approval on February 9, 1994.

Comments provided by COU indicate that support exists for the proposed program in the Ontario university system. Some concerns were raised by the system regarding the creation of a "two-class" business program.

The Academic Advisory Committee is satisfied that the BBA program primarily involves a re-packaging of existing courses, and that Brock University's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Business Administration program in Business Administration at Brock University be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Business Economics (Honours BBE)
Brock University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 15, 1994, Brock University submitted the new undergraduate quasi-professional Honours Bachelor of Business Economics program in Business Economics to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed four-year Honours BBE program in Business Economics will replace the existing three-year general BBE program in Business Economics. The proposed program differs from the existing program in three respects: the Honours program is a four-year program; after the second year, students must choose either a Financial option or a Consumer Economics option; and, entrance requirements have been raised to match those of the Bachelor of Business Administration program.¹ Less than 25% of the courses under the proposed program are new.

The proposed new program has been developed to "develop the skills and knowledge requirements identified by the Canadian Association of Business Economists."² A group of external reviewers, the Business Economics Advisory Board, was established to review and advise on the curriculum and program modifications. The University indicates that the external reviewers are satisfied that the proposed new program fulfils the skill and knowledge requirements of the business sector. Business economists provide analyses and recommendations to policy makers in both private and public sectors. The University indicates that career opportunities exist for graduates of the proposed Honours program in a broader range of fields than the previous three-year general program. These include financial analysis, market research, and managerial positions in both public and private sectors. Honours BBE graduates are also expected to pursue graduate studies in Economics.

1. Brock University, Submission to the Ontario Council on University Affairs Concerning Funding Approval for Revisions to the Quasi-Professional Undergraduate Degree Program in Business Economics, July 15, 1994, p. 2.

2. Ibid., p. 2.

The current enrolment for the general BBE program is over 100 students per year. The University indicates that the year-one intake level of the proposed new program will be reduced to a level of 50 reflecting the higher entrance requirements of the Honours program.

The proposed program received Senate approval on January 26, 1994.

Comments provided by COU indicate that support exists for the proposed program in the Ontario university system.

The Academic Advisory Committee is satisfied that the program request for a new Honours Bachelor of Economics program in Business Economics, based on an existing BBE degree in Business Economics program at Brock University, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Business Economics program in Business Economics at Brock University be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Environmental Economics (Honours BA)
Brock University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 15, 1994, Brock University submitted the new undergraduate quasi-professional Honours Bachelor of Arts program in Environmental Economics to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed Honours Bachelor of Arts program in Environmental Economics is a four-year interdisciplinary program designed for students who wish to apply the methods and techniques of Economics to environmental issues. Students obtain an understanding of environmental issues primarily through courses in Physical Geography, and gain an appreciation of the institutional and political aspects of environmental policy and regulation through courses in Politics and Economics. Courses in Economics under the proposed program are also designed to give students a sound foundation in making and assessing economic calculations related to environmental problems. Program concentrations are offered in: Biological Sciences, Human Geography, Urban and Environmental Studies, and Other (as approved by the Program Director).

2. Academic Quality

The program was approved by the Senate of Brock University on January 19, 1994.

3. Financial Viability

The proposed program was approved by the Board of Trustees on April 26, 1994.

The University indicates that the proposed program does not represent significant additional costs. Development of the program involved the re-deployment of existing full-time faculty, relatively minor administrative arrangements and, for the most part, the use of existing departmental courses and instructional resources.¹ The incremental costs associated with offering the program will be matched by the incremental income (tuition fees under the current funding arrangements) associated with offering the program.

1. Brock University, Submission to the Ontario Council on University Affairs Concerning Funding Approval for a Quasi-Professional Undergraduate Degree Program in Environmental Economics, July 15, 1994, p. 2.

3. Projected Enrolment

Brock University projects a year-one intake level of 10 students for the program. The program is expected to reach a steady-state total enrolment level of 50 students in 1997-98.

4. Co-operation Between or Among Other Post-Secondary Institutions

The proposed program does not involve any co-operative arrangements with other post-secondary institutions.

6. Societal Need and Student Demand

The University indicates that the proposed program is designed for students contemplating a career with government, public interest groups or firms involved in: environmental assessment, monitoring and review or cost-benefit analysis of pollution-related regulations. The University indicates that graduates of the proposed program will possess the knowledge and skills allowing them to contribute to the resolution of environmental problems in a variety of fields. These include:

- direct involvement as economists or natural resource analysts carrying out or assisting in environmental impact analysis in the public or private sectors;
- interpreting federal and provincial environmental regulations in private firms;
- working in a firm with a department of the environmental or public safety;
- entering journalism, specializing in environmental issues; or
- pursuing graduate study in economics, law, public administration or business.²

Letters received from potential employers indicate that support exists for the proposed program. Letters of support were received from the following organizations: Acres International Ltd., Arcturus Environmental, Natural Resources Canada, International Joint Commission, Dalhousie University (Department of Economics), Concordia University (Department of Economics), Ministry of Environment and Energy, and Quno Corporation.

Comments made by potential employers provide evidence of a societal need for graduates of the proposed program in a variety of sectors. For example, the Vice-President, Planning and Environmental Management, at Arcturus Environmental describes the need for graduates of the proposed program:

With the growing awareness of environmental problems and the need to find innovative solutions which both protect the environment and human health, and at the same time are feasible to implement, an interdisciplinary program such as Brock is proposing would be a welcomed addition to environmental education.

...The program would provide graduates [with] a sound basis for a career in the ever growing environmental industry. A recent report released by the Federal Government identified a future shortage of environmental scientists in the 1990s to meet the country's needs. Companies, such as

2. Ibid., p. 4.

Arcturus, are always looking for well-trained graduates to assist in the management of our environment. This need is particularly acute in areas such as the Niagara Region with its concentration of older heavy industries, but is also true of our existing industrial structure. The need for graduates from a program such as proposed can only increase in the future as our society addresses the problems from our past.³

Similarly, one economist describes the need for such expertise in financial and consulting fields:

In my opinion, the mission and rationale for the program are both sound. International lending agencies as well as investment financiers domestically are currently requiring environmental impact assessments (EIAs) for major and minor infrastructure projects. The financial and consulting fields require analysis with specific skills in project environmental impact analysis, and your program indicates a breadth of background that would be appropriate and desirable in these applications.

Provided they demonstrate leadership qualities and a realistic view about the nature of environmental and technological tradeoffs, these graduates would be needed in the field in which I am employed.⁴

Finally, the Director of the Economic Studies Division, Canadian Forest Service, Natural Resources Canada, describes the need for environmental economists in the forestry sector:

...this program is very timely and will provide the necessary multi-disciplinary expertise and integrated analytical frameworks that are, and will increasingly be demanded in our complex and rapidly changing society.

...The above trends are expected to impose some very substantial challenges for resource managers in Canada. Policy-makers, decision makers, and resource managers will be expected to adopt and implement institutional frameworks that simultaneously adjust for market failure, ensure that economic benefit flows are maintained and maximized, ensure that benefits are equitably distributed and that cultural values are maintained, ecosystem functioning is maintained, environmental dis-economies are minimized or eliminated, and that future generations have equal access to opportunities for utilizing resources. The capacity of decision makers to implement such institutional frameworks will largely depend on the availability of analytical frameworks and information systems which are designed to take account of the close linkages between

3. Letter from Mr. Paul Chapman, Vice-President, Planning and Environmental Management, Arcturus Environmental, to Professor Mohammed Dore, Director of Environmental Economics, Department of Economics, Brock University, June 23, 1994.

4. Letter from Ms. Barb Bloemhof, Economist, Acres International Ltd., to Professor Mohammed Dore, Director of Environmental Economics, Department of Economics, Brock University, August 5, 1994.

the environment and the economy. The development and use of such frameworks and systems will require a comprehensive blend of expertise and specializations ranging from scientific expertise for the development side to technical expertise for the implementation and interpretation side.

...The examples I have provided are only a sample of the issues within the forest sector where environmental-economics expertise will be required. In addition, environmental issues are equally prevalent in other resource sectors and the manufacturing sector.⁵

Student demand for the proposed program is expected to be strong. The University indicates that the introduction of the program "is the result of significant and sustained interest on the part of past and current students at the University."⁶ It is anticipated that the proposed new program will attract students currently enrolled as Economics majors and attempting to fulfil their curricular interests through that degree program. For example, in 1993-94, approximately 40% of students writing an Honours Economics thesis chose topics dealing with environmental issues. In addition to the re-deployment of existing Economics students, it is anticipated that a relatively small number of additional students will be attracted to the program.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

The University of Waterloo currently offers an Honours BA program in Economics with an environmental option. Similarly, the University of Guelph offers a BSc (Env) program in Resource and Environmental Economics. Brock University acknowledges the existence of other similar programs in the Ontario university system, but argues that the proposed program in Environmental Economics has a number of "novel and distinguishing features"⁷. For example, Brock's program will provide more extensive training in related disciplines (Physical Geography and Social Sciences) and more advanced training in Environmental Economics than the Waterloo program.

The Committee notes the existence of other similar programs currently operating in the Ontario university system, but concludes that duplication of existing programs in this area is justifiable given the significant societal need for graduates and the strong student demand for student places.

8. Local and Regional Support for the Program

Potential employers in the St. Catharines area have indicated their support for the proposed program.⁸

5. Letter from Mr. D.W.K. Boulter, Director, Economics Studies Division, Policy, Economics and International Affairs Directorate, Canadian Forest Service, Natural Resources Canada, July 7, 1994.

6. Ibid., p.5.

7. Ibid., p.5.

8. Letters of support were received from Arcturus Environmental, Niagara Falls, Ontario and Quno Corporation, Thorold, Ontario.

Comments received from COU indicate that general support for the proposed program exists in the Ontario university system. Some concerns were raised by institutions with respect to the proliferation of programs in environmental fields.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing program strengths and resources drawn from the Department of Economics. The University indicates that the proposed program will be supported by current teaching and research interests of faculty in environmental economics fields including environmental ethics, benefits estimation (i.e. recreational), water utility and operations, and the remediation of Hamilton Harbour and the St. Lawrence River. In addition, members of the Department are actively involved in the field through consulting work with such organizations as Pollution Probe and Environment Canada.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Brock University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts program in Environmental Economics at Brock University be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**International Business (Honours BIB)
Carleton University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 29, 1994, Carleton University submitted the new undergraduate quasi-professional Honours Bachelor of International Business program in International Business to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed Hons.BIB program in International Business was developed "to prepare the managers needed to function in the new global economy". The program includes four interconnected elements:

- a core of courses in business fundamentals;
- specialized courses in international business;
- training in an additional language; and
- a year of study abroad.

2. Academic Quality

The program was approved by the Senate of Carleton University on December 3, 1993.

3. Financial Viability

The University indicates that the program will neither have an impact on its corridor plan nor involve significant additional costs. The Committee notes that the resources necessary to support the program are already in place.

4. Projected Enrolment

Carleton University indicates that 30 year-one students were enrolled in the program for the 1994-95 academic year. The program is expected to reach a steady-state total enrolment level of 200 students in 1999-2000.

5. Co-operation with other Post-Secondary Institutions

The Committee was impressed with the co-operative arrangements developed with universities in the United Kingdom and France in order to support the International Business

program. Formal agreements for programs of academic exchange and co-operation exist between Carleton University School of Business and the following three universities: Bradford University (Bradford, UK.); Groupe ESC Rennes (Rennes, France); and, University of Strathclyde (Glasgow, UK). These agreements facilitate academic co-operation in three related areas: joint research, faculty exchange and student exchange. Discussions are currently under way to extend linkages to institutions in other countries such as Germany.

6. Societal Need and Student Demand

The University states that "the globalization of markets and Canada's position as a major export/import driven economy, suggest that Canada needs well educated graduates who possess a good understanding of international business". It is argued that graduates, with the combination of solid business training as well as language training and exposure to foreign cultures, will be attractive candidates for positions in finance, marketing, and human resource management in organizations operating internationally.

Letters of support were received from numerous potential employers testifying to the need for graduates. Comments made by potential employers provide convincing evidence of the societal need for International Business graduates. For example, the Director of Organization/Development at Dominion Textiles states:

The information you sent suggests an interesting curriculum for an undergraduate program in business. I like the idea of a cultural exchange since I believe understanding your trading partners is essential for mutual growth and prosperity. The academic components reflect the entry level requirements to international business. This program, plus a few years of field experience offshore, would provide a solid base to grow the type of manager we need now and in the future.

...we can say that all things being considered we would give serious consideration to graduates of the program when they become available.¹

Similarly, the President of DuPont Canada states:

From my business perspective, I believe you are addressing not only a current void in the Canadian academic curricula, but also one that will continue to grow in the coming years.

There is no question in my mind regarding the value your graduates in this International Business field can bring to Canadian industry. DuPont Canada would have interest in this field of academic expertise and I believe you would have no difficulty in placing all of your graduates.²

1. Letter from Mr. Michael Timmons, Director, Organization/Development, Dominion Textile Ltd., to Mr. D. Roland Thomas, Director, Carleton University, January 7, 1993.

2. Letter from Mr. Arthur Sawchuk, President, Chief Executive Officer, DuPont Canada Inc., to Mr. D. Roland Thomas, Director, School of Business, Carleton University, December 16, 1992.

Student demand for the program is expected to be strong. The University indicates that, for the 1994-95 academic year, 50 qualified applicants applied for 30 available program places.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

York University currently offers a MBA (Int'l). The University argues that the proposed program is a unique program offering at the undergraduate level.

8. Local and Regional Support for the Program

The Asia Pacific Foundation indicates support for the proposed program.³

Comments received from COU indicate that strong support for the proposed program exists in the Ontario university system.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing program strengths and resources drawn from the School of Business. The University also indicates that faculty of the School of Business at Carleton are actively involved in international exchanges both for teaching and research purposes.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Carleton University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of International Business program in International Business at Carleton University be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

3. Letter received from Ms. Sue Hooper, Director, Business Programmes, Asia Pacific Foundation Canada, to Professor A.L. Riding, Assistant Dean, Faculty of Social Sciences, Carleton University, July 29, 1992.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Modifications to Bachelor of Science (Agriculture) Programs
University of Guelph**

**New Undergraduate Professional Programs
Considered for Funding Eligibility**

(Cursory Review)

Agricultural Economics, BSc (Agr)
Agroecosystem Management, BSc (Agr)
Agronomy, BSc (Agr)
Animal Science, BSc (Agr)
Horticultural Science and Business, BSc (Agr)

On July 13, 1994, University of Guelph submitted a group of new undergraduate professional Bachelor of Science (Agriculture) programs to Council for recommendations regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The Academic Advisory Committee has reviewed the five proposed programs and considers the new proposals to be modifications of existing BSc (Agr) programs. The Committee notes that the proposed modifications were made as a result of a major curriculum redevelopment process started in 1990. Under the process, the input of recent graduates, employers and the profession (Ontario Institute of Agrologists) was sought.

The revised curriculum represents "a significant consolidation of majors and courses and a concerted effort to provide a more comprehensive curriculum in agricultural sciences with less opportunity for indepth specialization in majors or departments".¹ In response to graduates and employers advocating a comprehensive approach to understanding the agrifood system, majors are no longer mandatory and, if elected, involve a maximum of eight courses (20% of the curriculum). The new curriculum also includes a philosophy of "whole student development" and recognizes academic work in a broader context together with related employment experience and the development of students' interpersonal skills.

The Academic Advisory Committee notes that the program modifications warranting review for the purposes of funding eligibility are as follows:

1. University of Guelph, New Program Submission to OCUA for Cursory Review, B.Sc (Agr.) Degree in Agricultural Science, July 13, 1994, p. 1.

- The BSc (Agr) Major program in Agricultural Economics has undergone curricular change.
- The BSc (Agr) Major program in Agroecosystem Management replaces the existing BSc (Agr) Major program in Natural Resources Management. Curriculum changes are involved.
- The BSc (Agr) Major program in Agronomy has undergone curricular change.
- The BSc (Agr) Major program in Animal Science has undergone curricular change.
- The BSc (Agr) Major program in Horticultural Science and Business has undergone curricular change.

The proposed program modifications received Senate approval on June 21, 1994.

Comments provided by COU indicate that support exists in the Ontario university system for the proposed program modifications.

The Academic Advisory Committee is satisfied that the above modifications have been proposed in response to changing societal need and student demand for undergraduate agricultural education, and that these modifications are relevant and responsive to the agricultural industry in Ontario.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the following Bachelor of Science (Agr) programs at the University of Guelph be recommended as eligible for counting:

*Agricultural Economics Major
Agroecosystem Management Major
Agronomy Major
Animal Science Major
Horticultural Science & Business Major*

Academic Advisory Committee

May 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISOR COMMITTEE

**Indigenous Learning (Honours BA)
Lakehead University**

**New Undergraduate Special Program
Considered for Funding Eligibility**

(Cursory Review)

On July 27, 1994, Lakehead University submitted the new undergraduate special Honours Bachelor of Arts program in Indigenous Learning to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings, with respect to the program, are summarized below.

The University currently offers a three-year general BA program in Indigenous Learning. Five new courses have been created in order to mount the Honours program. These include a research methodology course, three courses in Indigenous Learning at the third and fourth year levels, and one elective course.

Lakehead University indicates that the intent of the Indigenous Learning programs is to increase the number of qualified Native graduates through programs that will prepare them to meet the special social and cultural needs of Native communities, taking into account such factors as heritage, language and community development, and to provide non-Aboriginal students with an understanding of the Native perspective. The existing three-year program includes courses in Native culture, traditions and language. Students enrolled in the proposed Honours program will be required to take, in addition, a course on a relevant research topic, plus courses on community economic development, political process and resource management from a Native perspective.

The University indicates that the proposed Honours program "will provide the students with the necessary tools to successfully apply knowledge gained throughout the Indigenous Learning program in a practical manner within existing Native communities."¹ Career opportunities for graduates include positions in community development, and positions as negotiators and analysts. The University argues that professionals who have an intimate understanding of Native traditions, psychology, way of life, and language are best able to support the interest of Native people.

The proposed program received Senate approval on May 13, 1994.

The University indicates that the proposed program was developed after consultation with the Native Community, and on the recommendation of the Lakehead University Aboriginal

1. Ibid., p. 1.

Management Council. Comments received from COU indicate that general support exists for the proposed program modification in the Ontario university system.

The Academic Advisory Committee is satisfied that the program request for a new Honours Bachelor of Arts program in Indigenous Learning, based on an existing BA in Indigenous Studies program at Lakehead University, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts program in Indigenous Learning at Lakehead University be recommended as eligible for counting.

Academic Advisory Committee

April 21, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Italian (Joint Honours BA)
Carleton University and the University of Ottawa**

**New Undergraduate Special Program
Considered for Funding Eligibility**

(Cursory Review)

On July 29, 1994, and July 25, 1994, Carleton University and the University of Ottawa submitted the new undergraduate special joint Honours Bachelor of Arts program in Italian to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The University of Ottawa currently offers a three-year BA program in Italian. Carleton University currently offers both a three-year BA program and a four-year combined Honours BA program in Italian. The proposed new four-year joint Honours program in Italian between the two universities is built upon these existing programs. Although the titles of some courses have been altered to suit the calendars of the two universities, less than 25% of the courses under the proposed joint program are new. The University of Ottawa and Carleton University indicate that the new joint Honours program has been created without any additional staff, space or equipment requirements.

The new program is designed to allow students the opportunity to pursue their studies in Italian from three perspectives: language, language and literature, or language and culture. The universities indicate that the new joint program in Italian formalizes an existing agreement of collaboration between the two institutions and enriches the available programs in Italian by combining the resources of both campuses. Furthermore, the University of Ottawa states:

Students at both universities will have a richer and more thorough curriculum in Italian Studies and be exposed to a range of approaches and methodologies as well as to a broad base of academic interests and expertise. The merging and expansion of the two programs will further allow students to enjoy a trilingual setting and the learning, working, and social environments of two campuses, one bilingual the other anglophone.¹

1. University of Ottawa, Joint Carleton University - University of Ottawa Italian Honours Program, July 25, 1994, p 1.

Students who complete a four-year Honours BA program in Italian will be qualified to apply for entry into Master's level programs. The Universities indicate that some graduates of the Honours program are also expected to apply to Faculties of Education.

Student demand for the joint Honours program is expected to be strong. Recent enrolment figures at both institutions indicate a persistent and strong interest in the study of Italian.

The proposed program received the approval of Carleton University's Senate on January 21, 1994, and the approval of the University of Ottawa's Senate on February 7, 1994.

Comments provided by COU indicate that support exists for the proposed program in the Ontario university system. Some concerns were raised in the system regarding the long-term need and demand for the Honours program. The Academic Advisory Committee is satisfied that the Universities have demonstrated sufficient long-term societal need and student demand for the proposed joint Honours program.

The Academic Advisory Committee is satisfied that the request for a new joint Honours BA program in Italian, based on an existing combined Honours BA degree program in Italian at Carleton University and on a BA degree program in Italian at the University of Ottawa, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the joint Honours Bachelor of Arts program in Italian at Carleton University and the University of Ottawa be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Justice Studies (BAA)
Ryerson Polytechnic University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On August 30, 1994, Ryerson Polytechnic University submitted the new undergraduate quasi-professional Bachelor of Applied Arts program in Justice Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed BAA in Justice Studies is a three-year degree completion program for graduates of diploma programs in the fields of corrections and law and security. The program will be offered on a part-time basis to accommodate the particular needs of in-career adult learners. In designing the program structure and curriculum content, the University indicates that extensive consultation was undertaken with representatives of the Colleges of Applied Arts and Technology (CAATs), as well as with employers of justice practitioners. The proposed program is applied and professionally-oriented in its focus, and includes required courses in Psychology, Sociology, Communications and Philosophy. The program focuses on the professional and personal development of the justice practitioner, including such topics issues as: the cultural context of attitudes and values; ethical dilemmas faced by justice practitioners; the dynamics of interpersonal confrontation and the management thereof; occupational stress and coping strategies; and problem solving and decision-making procedures.

2. Academic Quality

The program was approved by Academic Council on May 3, 1994.

3. Financial Viability

The proposed program was approved by the Board of Governors on June 27, 1994.

The University indicates that new costs associated with the program are modest and will be assumed over a six-year phase-in period. A re-deployment of teaching resources and revenues generated through tuition will help cover the additional operating costs associated with the program.

4. Projected Enrolment

Ryerson Polytechnic University indicates that it projects a year-one intake level of 84 students for the program. The program is expected to reach a steady-state total enrolment level of 340 students in 2000-2001.

5. Co-operation with other Post-Secondary Institutions

The University indicates that significant co-operation took place between Ryerson and the college sector during the development of the program curriculum. No formal co-operative arrangements have been made with other universities for the implementation of the proposed program.

6. Societal Need and Student Demand

The University indicates that there is a growing preference among both employers and diploma holders in the fields of corrections and law and security for a degree. Furthermore, information from an external Program Review Committee, a survey of employers, and a survey of prospective students revealed that a societal need for degree education in the justice field, which included socio-cultural sensitivity, responsiveness to social change, and professional satisfaction, exists in Ontario. For example, the findings of the report of the Strategic Planning Committee on Police Training and Education substantiate the case made by Ryerson:

At the individual level, raising educational entry standards is expected...to result in better performance either through improved job skills or improved attitudes or both. In the longer term, more highly educated workers are expected to be more oriented to continuing education as part of their job. They are expected to be more flexible, adaptable, and understanding of changes in work roles in the future.¹

Similarly, Peter George, President of COU, describes the gap in degree program offerings met by the proposed program:

I have had a number of conversations with Detective Sergeant Chuck Konel of the Metropolitan Toronto Police, about the desirability of developing a degree program in criminal justice or "police science", preferably offered on a flexible timetable, to assist in the educational upgrading of members of the police force. Interest in such a program may well be heightened by the government's acceptance of the Lewis Report, especially the recommendation that calls for enhanced life-long learning opportunities for police. ...

I appreciate that there are some related programs around, e.g. Carleton. But there is in Chuck's mind a need -- and a large pool of potential applicants -- for a degree program that builds on what is available only at the CAAT level at present.²

The University argues that, given the growing preference among both employers and diploma holders in the field for degrees, student demand for the proposed program is expected to be strong. College statistics reveal that 1,400 students graduate from related diploma programs in Ontario each year. Also, a survey of college diploma students, graduates and sample police forces conducted in 1991 indicates the current pool of prospective students to be as high as 2,000.

1. Ministry of the Solicitor General, A Police Learning System for Ontario, 1992, p. 113.

2. Letter from Dr. Peter George, President, Council of Ontario Universities, to Dr. Art Read, Dean of Arts, Wilfrid Laurier University, July 14, 1992.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

The University indicates that the proposed program's content and focus distinguish it from other similar programs in the system. Specifically, Ryerson states that the BAA program in Justice Studies

...differs from its closest comparators in that it focuses on the professional development of the justice practitioner rather than on the criminal justice system, *per se*. It also differs from many Criminology and Criminal Justice programs in that it is conceived as a professional degree and not as a specialization within conventional discipline-based programs.

Once again, it is noted that Ryerson's Justice Studies program has been designed as a degree completion program for practitioners in the justice fields who currently hold diplomas. It builds explicitly upon the applied nature of the college programs, and is to be offered in modes that suit the part-time adult learner. In structure and orientation, then Justice Studies is distinctive within the Ontario university system.³

8. Local and Regional Support for the Program

Letters received from two colleges (Humber College and Centennial College) in the Metropolitan Toronto area indicate support exists for the proposed degree program.

Comments received from COU indicate that general support for the proposed program exists in the Ontario university system.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing program strengths and resources drawn from faculty expertise and courses from an array of professionally-related fields, including Social Work, Psychology, Business, Communications and Philosophy. Ryerson also indicates that its long tradition of involvement in part-time education will be useful in offering the proposed program.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Ryerson Polytechnic University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Applied Arts program in Justice Studies at Ryerson Polytechnic University be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

3. Ryerson Polytechnic University. Brief to The Ontario Council on University Affairs on the Bachelor of Applied Arts Justice Studies at Ryerson Polytechnic University. August 1994. p. 6.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Music (BA)
University of Waterloo**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On August 16, 1994, the University of Waterloo submitted the new undergraduate quasi-professional Bachelor of Arts program in Music to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The University of Waterloo currently offers a four-year Honours BA program in Music and a three-year general BA program in Music. The proposed program is a four-year general BA program in Music, which includes the same course offerings as the Honours program without the requirement of a two-term thesis writing course. No additional courses have been created in order to offer the proposed program. Students enrolled in the four-year general program must maintain a minimum cumulative major average of 65%, whereas students enrolled in the four-year Honours BA program must maintain a 75% minimum cumulative average in the same group of courses.

The University expects a greater number of students to enrol in the four-year general program given the greater course flexibility. The University indicates it expects to graduate an additional 8-12 students per year in Music under this proposed program.

The proposed program received Senate approval on December 20, 1993.

Comments provided by COU indicate that support exists for the proposed program in the Ontario university system.

The Academic Advisory Committee is satisfied that the request for a new four-year general BA program in Music, based on the existing BA and Honours BA programs in Music programs at the University of Waterloo, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Arts program in Music at the University of Waterloo be recommended as eligible for counting.

Academic Advisory Committee

May 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISOR COMMITTEE

**Family and Social Relations (Honours BA)
University of Windsor**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On July 28, 1994, University of Windsor submitted the new undergraduate quasi-professional Honours Bachelor of Arts program in Family and Social Relations to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings, with respect to the program, are summarized below.

The University of Windsor currently offers a general three-year Bachelor of Arts program in Family and Social Relations. The University indicates that the courses, which make up the proposed Honours program, are already in place. No new courses have been created in order to mount the program.

The proposed program offers students historical, sociological and psychological perspectives into family dynamics, parenting, family crises, gender shifts, sexuality, the cognitive and social development of children, family violence, the changing role of the aged in society, and alternative family forms, as well as advanced exposure to statistics and methodology, including evaluation research. Graduates of the proposed program will be given the opportunity to understand the historical, psychological and sociological origins of various behaviour patterns, and will be able to play a role in programs of amelioration and intervention. The University indicates that the proposed four-year Honours program will meet the needs of a growing number of students who wish to further develop their understanding of the family, and issues such as socialization, gender and sexuality, without having to shift to an Honours program in Sociology or Psychology. Graduates of the program are provided with the education and training necessary to pursue careers as family counsellors, or to continue their education in Law (Family Law) and Education (Family Studies). The University also indicates that graduates of the proposed program can continue on to advanced degrees in research areas of Psychology and Sociology such as sexuality, child development, alternative family forms, family violence, separation, divorce and aging.

The proposed program received Senate approval on June 10, 1993. The University of Windsor indicates that the program does not require any additional resources.

Comments received from COU indicate that general support exists for the proposed program modification in the Ontario university system.

The Academic Advisory Committee is satisfied that the request for a new Honours program in Family and Social Relations, based on an existing BA program in Family and Social Relations at the University of Windsor, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts program in Family and Social Relations at the University of Windsor be recommended as eligible for counting.

Academic Advisory Committee

April 21, 1995

Appendix K

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
ACADEMIC ADVISOR COMMITTEE

**Environmental Science (BSc)
York University**

**New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

(Cursory Review)

On August 9, 1994, York University (Atkinson College) submitted the new undergraduate quasi-professional Bachelor of Science program in Environmental Science to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

Council referred the program and COU's comments to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings, with respect to the program, are summarized below.

York University (Atkinson College) currently offers a four-year Honours Bachelor of Science program in Environmental Science on a part-time basis. The proposed three-year program will also be offered as a part-time program. No new courses have been created in order to mount the proposed three-year BSc program.

The University indicates that the proposed program "extends York's commitment to innovative education opportunities for mature, adult and part-time students at Atkinson College, doing so in an established field that has taken on ever-greater importance."¹ The University argues that employment opportunities for graduates exist in many sectors of the economy. In particular, the education and training provided by the program will give graduates the generalized knowledge and skills needed for career opportunities in the growing environmental field.

The University indicates that the number of students wishing to enter Environmental Science programs greatly exceeds the places available across the province. It is anticipated that steady-state total enrolment will reach 20-25 students, with an annual intake of seven or eight new students.

The proposed program received Senate approval on June 24, 1993. York University indicates that the program will be offered within the University's current resources.

Comments received from COU indicate that general support exists for the proposed program modification in the Ontario university system.

The Academic Advisory Committee is satisfied that the request for a new BSc program in Environmental Science at York University, based on an existing Honours BSc program in Environmental Science, is reasonable and justifiable.

1. York University, Submission to OCUA for Cursory Review: Environmental Science, BSc, August 1994, p.1

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science program in Environmental Science at the York University be recommended as eligible for counting.

Academic Advisory Committee
April 21, 1995

95-II Graduate Program Funding 1995-96

1.0 Introduction

In this Memorandum, the Ontario Council on University Affairs continues the practice of submitting annual advice on the funding eligibility of new and existing graduate programs as initiated in Advisory Memorandum 83-VIII.

The graduate program funding approval process was developed to achieve Council's objectives for the graduate enterprise in Ontario¹ and to achieve Council's system-wide goals of institutional role differentiation and system rationalization. Council bases its annual funding advice for new programs on the four criteria contained in Advisory Memorandum 89-V² and the information points noted in Advisory Memorandum 92-V.³ Briefly, each program must have passed a rigorous academic appraisal, as certified by the Council of Ontario Universities, without requiring any improvement; the university must demonstrate a societal need and student demand for the program; the program must be consistent with the aims, objectives and existing strengths of the institution offering it, and be included in the institution's five-year graduate plan; and Council must deem the program to be an appropriate development within the Ontario university system.

With respect to bilingual and French-language programs, Council also has the benefit of advice from le Conseil de l'éducation et de la formation franco-ontariennes (CEFFO) regarding the extent to which programs proposed for funding eligibility meet the needs of the Francophone community in Ontario.⁴ No bilingual or French-language programs were submitted during this cycle of program approvals.

With respect to existing programs, Council relies upon the Council of Ontario Universities' identification of programs of good quality through the periodic appraisal process conducted by the Ontario Council on Graduate Studies. Council will recommend that funding eligibility be withdrawn from any programs identified to be of unacceptable quality through this process.

Council continues the practice of recommending a weight for each graduate level-one program. All graduate level-two programs, as outlined in The Ontario Operating Funds Distribution Manual, will be in Category 8 with a weight of 6, or 2 per term.

2.0 Graduate Programs Considered for Funding Eligibility

Council has reviewed the advice of the Academic Advisory Committee regarding the funding eligibility of the following ten graduate programs:

Carleton University

Master of Arts in Canadian Art History (MA) - See Appendix A

1. See Ontario Council on University Affairs, Sixteenth Annual Report, "Advisory Memorandum 89-V: Graduate Program Planning and Funding in the Third Quinquennium, 1989-90 to 1993-94", p. 157.

2. Ibid., pp. 161-162.

3. See Ontario Council on University Affairs, Advisory Memorandum 92-V: Program Approvals, June 19, 1992.

4. See Advisory Committee on Francophone Affairs [CEFFO's predecessor], Mémoire consultatif 92.5, August 11, 1992.

University of Guelph, University of Waterloo and Wilfrid Laurier University
Joint Doctor of Philosophy in History (PhD) - See Appendix B

Lakehead University

Doctor of Philosophy in Clinical Psychology (PhD) - See Appendix C

Master of Science in Engineering in Control Engineering (MScEng) - see Appendix D

McMaster University

**Master of Science and Doctor of Philosophy in Clinical Health Sciences
in Nursing (MSc/PhD) - See Appendix E**

Master of Social Work (MSW) - see Appendix F

Queen's University

Doctor of Philosophy in Art History (PhD) - See Appendix G

Doctor of Philosophy in Sociology (PhD) - See Appendix H

Trent University

Doctor of Philosophy in Watershed Ecosystems (PhD) - See Appendix I

Wilfrid Laurier University

Master of Arts in English (MA) - See Appendix J

3.0 Recommendations

The evidence provided in the appended reports of the Academic Advisory Committee satisfies Council that each program recommended for approval has met the requirements of an academic appraisal conducted by the Ontario Council on Graduate Studies and, at the time of appraisal, was not found to require improvements; has exhibited convincing evidence of societal need and student demand; has demonstrated consistency with the aims, objectives and existing strengths of the institution in which it has been proposed; and has been included in the institutional five-year graduate plan registered annually with the Council.

Council itself reviewed each program recommended for funding by the Academic Advisory Committee against the requirements of the fourth criterion: "That the program is deemed by Council to be an appropriate development within the Ontario university system".⁵ In doing so, Council assessed the programs proposed for funding eligibility against broader policies, including funding policies and other initiatives pertaining to the university system. Institutions must indicate the impact that the program proposed for funding eligibility will have on its corridor plan, and how the program will be financed and staffed. Additional costs must be identified as well as the manner in which these costs will be covered. The impact on other programs within the institution must be noted, and cost savings, if any, must be identified.⁶

Council has satisfied itself that each of the programs recommended by the Academic Advisory Committee represents an appropriate development within the Ontario university system.

5. Ontario Council on University Affairs, Program Procedures Manual. 92 08 14, p. 2.1.1.

6. Ibid., pp. 2.1.4 and 2.1.5.

Accordingly, Council *recommends to the Minister:*

OCUA 95 -16

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN CANADIAN ART HISTORY AT CARLETON UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Master of Arts program in Canadian Art History at Carleton University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-17

ELIGIBILITY OF ENROLMENT IN THE JOINT DOCTOR OF PHILOSOPHY PROGRAM IN HISTORY AT THE UNIVERSITY OF GUELPH, WILFRID LAURIER UNIVERSITY AND THE UNIVERSITY OF WATERLOO FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Joint Doctor of Philosophy program in History at the University of Guelph, Wilfrid Laurier University and the University of Waterloo be counted as eligible BIUs for funding purposes beginning in 1995-96.

OCUA 95-18

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN CLINICAL PSYCHOLOGY AT LAKEHEAD UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Doctor of Philosophy program in Clinical Psychology at Lakehead University be counted as eligible BIUs for funding purposes beginning in 1995-96.

OCUA 95-19

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SCIENCE IN ENGINEERING PROGRAM IN CONTROL ENGINEERING AT LAKEHEAD UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Master of Science in Engineering program in Control Engineering at Lakehead University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-20

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SCIENCE PROGRAM AND DOCTOR OF PHILOSOPHY PROGRAM IN CLINICAL HEALTH SCIENCES IN NURSING AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Master of Science program and Doctor of Philosophy program in Clinical Health Sciences in Nursing at McMaster University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the Master of Science program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-21

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SOCIAL WORK PROGRAM AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Master of Social Work program at McMaster University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-22

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN ART HISTORY AT QUEEN'S UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Doctor of Philosophy program in Art History at Queen's University be counted as eligible BIUs for funding purposes beginning in 1995-96.

OCUA 95-23

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN SOCIOLOGY AT QUEEN'S UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Doctor of Philosophy program in Sociology at Queen's University be counted as eligible BIUs for funding purposes beginning in 1995-96.

OCUA 95-24

ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN WATERSHED ECOSYSTEMS AT TRENT UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Doctor of Philosophy program in Watershed Ecosystems at Trent University be counted as eligible BIUs for funding purposes beginning in 1995-96.

OCUA 95-25

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN ENGLISH AT WILFRID LAURIER UNIVERSITY FOR FUNDING PURPOSES IN 1995-96

THAT enrolment in the Master of Arts program in English at Wilfrid Laurier University be counted as eligible BIUs for funding purposes beginning in 1995-96 - the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

4.0 Existing Graduate Programs

Council has reviewed the Council of Ontario Universities/Ontario Council on Graduate Studies annual Report to the Ontario Council on University Affairs on Appraisal Results: 1993-94. In cases where the Ontario Council on Graduate Studies identifies programs that are not of acceptable quality, the program is classified as "not approved" and the university ceases to admit students to the program. In such cases, Council makes specific recommendations to the Minister that the funding eligibility for such programs be withdrawn. This year's report indicates that no programs were placed in the NOT APPROVED category as a result of the quality appraisal process in 1994.

Joy Cohnstaedt,
Chair

June 2, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Canadian Art History (MA)
Carleton University**

**New Graduate Program
Considered for Funding Eligibility**

On July 29, 1994, Carleton University requested that Council consider its new Master of Arts (MA) program in Canadian Art History for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on October 16, 1992.

2. Societal Need and Student Demand

Carleton University indicates that the Master's program in Canadian Art History will produce graduates who will be employed by universities, public and private museums and archival institutions, cultural policy research organizations, commercial galleries, auction houses, and firms in the communications field.⁷ They will be qualified to hold a variety of positions, including those of curators, educators, researchers, art critics and commentators. There are currently three other Art History programs in the province, located at Queen's University, the University of Toronto and York University. The unique aspects of Carleton University's program include its Canadian focus combined with concentrations on Indian art, women's art, photography and folk and popular arts. The program has an internship component that enables students to work at local cultural institutions, including the National Gallery of Canada, the Canadian Museum of Civilization, the Canadian War Museum, the Canada Council Art Bank, the Canadian Museum of Contemporary Photography and the National Archives of Canada. The Academic Advisory Committee reviewed numerous attestations of the need for such program graduates from a wide range of potential employers.⁸

Student demand for the program has been substantial and growing. Eight students (two part-time and six full-time) were admitted to the program in the Fall of 1992. By 1994-95,

7. Carleton University, OCUA Funding Document: Master of Arts in Canadian History, School for Studies in Art and Culture: Art History, July 18, 1994, pp. 1-4.

8. Ibid., Appendix E.

enrolment had increased to five part-time and ten full-time students. The projected steady-state enrolment level of 12 part-time and ten full-time students is expected to be achieved by 1995-96.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MA program in Canadian Art History has been included in the University's Five-Year Graduate Plan since 1990, and is consistent with Carleton University's national reputation for the Canadian focus to its programming.

The Academic Advisory Committee notes that the program is offered within an interdisciplinary School for Studies in Art and Culture creating opportunities for interdisciplinary studies involving Film Studies, Music and Art History faculty. The University's proximity to major national art collections has provided it with a pool of expertise from which adjunct faculty appointments have been made. Such adjunct faculty act as lecturers and theses co-supervisors, and also oversee graduate student practicums.

The Academic Advisory Committee is satisfied that the MA program in Canadian Art History is consistent with the aims, objectives and existing strengths of Carleton University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Arts program in Canadian Art History at Carleton University be recommended by Council for funding eligibility.

Academic Advisory Committee

November 4, 1994

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**History (PhD)
University of Guelph, Wilfrid Laurier University
and University of Waterloo**

**New Graduate Program
Considered for Funding Eligibility**

On July 27, 1994, the University of Guelph, Wilfrid Laurier University and the University of Waterloo jointly requested that Council consider their new joint Doctor of Philosophy (PhD) program in History for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on February 18, 1994.

2. Societal Need and Student Demand

This program brings together academic strengths in History from three Ontario universities. The University of Guelph and the University of Waterloo have been offering funding eligible doctoral programs in History since 1966 and 1974 respectively. Although both these doctoral programs had been consistently appraised as good quality throughout the 1980s and early 1990s, faculty on both campuses

felt that their doctoral programs had reached the limits of their effectiveness and that further resources were necessary to take the programs to the next level of achievement. ...the decision was ... made in 1988-89 to ... explore the possibility of cooperation between these history programs, looking to a pooling of resources and to the consequent more effective use of those existing resources. Once the possibility of cooperation began to be explored, there was good reason to include the very able faculty at Wilfrid Laurier in our discussions. Laurier has been operating a very successful MA program since 1968, and the expertise of this faculty meshes very well with that of the other two campuses.¹

1. University of Guelph, Wilfrid Laurier University and the University of Waterloo, Request for Funding for the Joint PhD Program in History, July 27, 1994, pp. 1-2.

This program represents the first joint tri-university program in Ontario. The Academic Advisory Committee carefully reviewed the program and, with the receipt of additional information, was satisfied that it is truly an integrated program in terms of the students' experience. For example, courses offered on one campus will be attended by students from the other two campuses. The interactive Guelph-Waterloo video-link classrooms will be used for seminars, visiting speakers and meetings and will complement the traditional classroom mode of course delivery. The hiring of faculty will be coordinated to maintain a viable critical mass of scholars in each field of study.

The need for this program is primarily academic but also economic. It is academic in the sense that it improves the quality of the existing programs and broadens the course offerings available to students, as well as offering thematic perspectives on historical change. It is economic in that the program eliminates existing duplication of courses, exploits more effectively faculty expertise that was under-exploited within the separate doctoral programs, increases the quantity and quality of expertise available for advisory and examining committees, and creates a more vibrant scholarly environment without incurring significant additional costs in three separate programs.

Current graduates of the doctoral programs in History at the Universities of Guelph and Waterloo have primarily gone on to academic careers. This trend is expected to continue with respect to the graduates of the tri-university History program.

The University of Guelph and the University of Waterloo currently admit three new students per year into their existing doctoral programs in History. This steady-state admission level of six new students per year will be continued within the tri-university PhD in History. Projected admission, therefore, will result in two students being accepted each year at each of the three universities involved. Based on current demand, student enrolment will be easily maintained at this level over the long-term.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The tri-university doctoral program in History at the University of Guelph, Wilfrid Laurier University and the University of Waterloo has been included in these University's Five-Year Graduate Plan since 1994, 1991 and 1992 respectively.

No significant new resources are required since the program involves two existing programs and the integration of existing strengths from the Master's program at Wilfrid Laurier University. The program builds upon existing linkages between the three universities. For example, the University of Waterloo and Wilfrid Laurier University already have combined programs in some fields as evident by the joint Centre on Soviet Studies. The required library holdings are in place and coordinated acquisition policies for future library purchases are being implemented. Video linkages between Waterloo and Guelph classrooms are in place. Computer and archival facilities are strong at all three institutions.

This undertaking is consistent with the institutions' goals to improve program quality, pursue development in areas of academic strength, engage in cooperation with other universities in the education process and make efficient use of available resources.

The Academic Advisory Committee is satisfied that the proposed joint tri-university PhD program in History is consistent with the aims, objectives and existing strengths of the three participating universities.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the joint Doctor of Philosophy program in History at the University of Guelph, Wilfrid Laurier University and the University of Waterloo be recommended by Council for funding eligibility.

Academic Advisory Committee

November 4, 1994

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Clinical Psychology (PhD)
Lakehead University**

**New Graduate Program
Considered for Funding Eligibility**

On July 25, 1994, Lakehead University requested that Council consider its new Doctor of Philosophy (PhD) program in Clinical Psychology for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on June 24, 1994.

2. Societal Need and Student Demand

The proposed program will provide doctoral-level education in Clinical Psychology in Northern Ontario. The program's emphasis will be on topics particularly relevant to Northern Ontario, and will include emphases such as rural community psychology and Native issues. Program graduates will meet a need for greater numbers of clinical psychologists in the region and improved quality of psychological services in Northern Ontario. The University's submission contained numerous letters attesting to the shortage of clinical psychologists in Northwestern Ontario and the difficulty of attracting highly educated personnel to work in that region.

Upon review of the program, the Ministry of Health indicated that it "strongly supports" the program in view of the need and demand for doctoral-level education in Clinical Psychology in Northern Ontario, noting that:

The proposed program may be expected to help improve recruitment and retention of clinical psychologists in the North, and to contribute to the provision of psychological services in the North.¹

The program was also supported by the Ontario Psychological Association.

The University intends to admit two new students into the PhD program in Clinical Psychology each year, and expects to realize a steady-state enrolment level of eight students by 1999. A number of students are expected to be recruited from the University's Master's program

1. Memorandum from Linda Tennant, Manager, Health Human Resources Policy Unit, October 26, 1994.

in Psychology. The Committee reviewed evidence of student support for the program, as well as letters from the other six universities offering similar programs, attesting to the significant student demand for such programs elsewhere.

This program's focus on Native and rural community issues would make it unique as the existing programs at Queen's, Ottawa, Waterloo, Western Ontario, Windsor and York Universities do not offer such orientations within their programs. In fact, the University notes that its unique focus is available nowhere else in Canada.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The PhD program in Clinical Psychology at Lakehead University has been included in the University's Five-Year Graduate Plan since 1989. The program builds upon an existing MA program in Clinical Psychology, which has been in place for 20 years. The program is consistent with the University's mission to develop doctoral programs with special relevance to the North.

Research-related centres on campus that complement the program include the Northern Health Human Resources Research Unit and the Northern Educational Centre for Aging and Health. The Department of Psychology has a Test Library and is developing a Clinical Psychology Centre to provide mental health services and research expertise to local and northern communities. Practicums will be undertaken with the support of local and regional mental health facilities located in hospitals, correctional centres and counselling centres.

The Academic Advisory Committee is satisfied that the proposed PhD program in Clinical Psychology is consistent with the aims, objectives and existing strengths of Lakehead University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Doctor of Philosophy program in Clinical Psychology at Lakehead University be recommended by Council for funding eligibility.

Academic Advisory Committee

March 17, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Control Engineering (MScEng)
Lakehead University**

**New Graduate Program
Considered for Funding Eligibility**

On July 25, 1994, Lakehead University requested that Council consider its new Master of Science in Engineering (MScEng) program in Control Engineering for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on May 27, 1994.

2. Societal Need and Student Demand

Control Engineering is a field of engineering that has been experiencing chronic personnel shortages. This program will provide a common post-graduate education for students with diverse undergraduate backgrounds in chemical, electrical and mechanical engineering, thereby increasing the versatility and utility of graduates to meet the needs of regional and national industries. A recent National Science and Engineering Research Council (NSERC) report entitled Highly Qualified Personnel (January 1994) has predicted shortages in two areas that require interdisciplinary control engineers - that of systems integration and pulp and paper. In establishing the societal need for this program the University obtained input from managers and engineering staff in pulp and paper mills, sawmills, mines, control and instrumentation suppliers, and control consulting companies.¹ The demand for graduates was attested to by letters from potential employers² and by examples of positions available across Canada for individuals with the qualifications the program graduates will have.³

To facilitate part-time study on the part of employees of local and regional industry, the required courses for the program will be offered in the evening, and a distance education

1. Lakehead University, Master of Science in Engineering: Control Engineering, Faculty of Engineering, July 25, 1994, p. 5.

2. See Appendix II of the University's submission.

3. See Appendix V of the University's submission.

component for the program is anticipated. The program encourages industrially-based theses as many of the students will be drawn from the local and regional pulp and paper industry.

The program will admit its first students in September of 1995. The projected steady-state enrolment of eight full-time and seven part-time students is expected to be achieved by 1997-98. Based on significant student interest to date, the University has noted that the demand for places in the part-time stream may be greater than anticipated, warranting expansion. The Committee reviewed evidence of student support for the program.⁴

This program will be unique in Canada. Representatives of existing engineering programs expressed the view that the program differed from what is currently offered in Ontario and noted the particular relevance of the program for the local area.⁵

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. **Consistency with Aims, Objectives and Existing Strengths**

The MSc Engineering program in Control Engineering at Lakehead University has been included in the University's Five-Year Graduate Plan since 1991. The program is consistent with Lakehead's commitment to provide professional programs in areas of special relevance to the North and to the provision of distance education. The University has existing strength in undergraduate professional engineering programs (Chemical, Electrical and Mechanical), which have been in place since 1972.

The University's engineering faculty already have strong industry connections and industrial field laboratories will be available as resources for student theses. Students will have the opportunity to participate in the Mechanical and Chemimechanical Wood Pulps Network, a Federal Centres of Excellence project with which Lakehead University is involved.

All faculty and library resources necessary to offer the program are in place.

The Academic Advisory Committee is satisfied that the proposed MScEng program in Control Engineering is consistent with the aims, objectives and existing strengths of Lakehead University.

4. **Funding Recommendation**

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Science in Engineering program in Control Engineering at Lakehead University be recommended by Council for funding eligibility.

Academic Advisory Committee

March 17, 1995

4. See Appendix III of the University's submission.

5. See Appendix IV of the University's submission.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Clinical Health Sciences in Nursing [CHS(N)] (MSc/PhD)
McMaster University**

**New Graduate Programs
Considered for Funding Eligibility**

On June 30, 1994, McMaster University requested that Council consider its new Master of Science (MSc) and Doctor of Philosophy (PhD) programs in Clinical Health Science in Nursing [CHS(N)] for funding eligibility. Council, according to established procedures, referred the programs to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that these programs underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements. The programs were approved to commence on January 21, 1994.

2. Societal Need and Student Demand

These programs will prepare nurse scientists who can contribute to the development of the theoretical basis of practice and the development and evaluation of health care interventions and programs. MSc graduates are anticipated to function as associate investigators in the planning of evolving health care systems, while PhD graduates will be expected to function as leaders of the nursing profession who can direct and carry out independent research. Such doctorally-prepared nurses are needed to meet the educational, research and administrative needs of undergraduate and graduate nursing programs. The Committee notes that the current emphasis with respect to university recruitment of nurses is on hiring faculty members with doctoral credentials in Nursing.

Evidence provided to the Committee suggests that nurses with advanced academic preparation at all levels are needed in administrative and academic positions. McMaster University alone will require a constant supply for the maintenance of its undergraduate and graduate education programs. This view was substantiated by letters from representatives of Schools of Nursing from elsewhere in Canada, local hospitals, and previous studies undertaken by OCUA.¹ The Ministry of Health also indicated its support for these programs, noting:

We are aware of the view that preparation of nurses at advanced academic levels is very much needed in Ontario. The proposed programs could contribute to the staffing of academic departments of nursing, the preparation of graduates to pursue further study, the development of

1. See Appendix 4 of the University's submission, as well as OCUA Advisory Memorandum 93-IX.

nursing research and the advancement of the clinical skills of nurses in the province.²

The PhD program commenced in September, 1994, enrolling two full-time and two part-time students. The Master's program will commence in September, 1995, and will enrol a maximum of six students per year. The University indicates that it anticipates a steady-state enrolment of 36 to 40 students to be achieved after the first four years of operation.

Nursing programs exist at the following Ontario universities: Toronto (MSc, MN and PhD), Western Ontario (MSc), Ottawa (MSc), Windsor (MSc) and Queen's (MSc). The McMaster University programs will be unique in their focus on interprofessional practice and international health. Consistent with the orientation of the Faculty of Health Science, these programs will be offered in a problem-based format.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for these programs.

3. Consistency with Aims, Objectives and Existing Strengths

The MSc and PhD programs in Clinical Health Science in Nursing at McMaster University have been included in the University's Five-Year Graduate Plan since 1992. The programs are consistent with McMaster University's commitment to interdisciplinary education, which provides the whole university as a resource. An existing program, the Master of Health Care Practice, has been phased out to facilitate the introduction of the two new programs.

McMaster University has extensive related program strengths located in the Faculty of Health Sciences, which will provide extensive support to these programs. The University notes that its Faculty of Health Sciences was ranked by Science Watch as second in the World for Cardiovascular and Respiriology research, and first in Canada for Clinical Medicine, Life Sciences and Immunology research. The University is also the home of the education centre for Education and Health, the Centre for Health Economics and Policy Analysis, and the McMaster Research Centre for the Promotion of Women's Health. In addition, there are three provincially-funded research units in the School of Nursing: the Quality of Worklife Unit (with the University of Toronto), the Systems Linked Research Unit, and the Supportive Cancer Care Unit. These resources will be available to students in the MSc and PhD programs.

The Academic Advisory Committee is satisfied that the proposed MSc and PhD programs in Clinical Health Science in Nursing is consistent with the aims, objectives and existing strengths of McMaster University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Science and Doctor of Philosophy programs in Clinical Health Science in Nursing at McMaster University be recommended by Council for funding eligibility.

Academic Advisory Committee

March 17, 1995

2. Memorandum from Linda Tennant, Manager, Health Human Resources Policy Unit, October 26, 1994.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Social Work (MSW)
McMaster University**

**New Graduate Program
Considered for Funding Eligibility**

On June 24, 1994, McMaster University requested that Council consider its new Master of Social Work (MSW) program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on October 22, 1994.

2. Societal Need and Student Demand

The Committee notes that there are eight Social Work programs offered by Ontario universities, of which McMaster University is one. The proposed program results from a reorganization of an existing MA program in Social Welfare Policy (MA[SWP]) offered by McMaster University. The existing program has been transformed into an MSW program due to the lack of societal recognition of the MA(SWP) designation and the resultant confusion it posed for employers and graduates in the workplace.

The new MSW program will have two fields: the critical analysis of social welfare policy and the critical analysis of social work practice. The latter field, which is entirely new, will focus on social work practised with families and in health care settings. The social work policy field will prepare students to serve as policy analysts, designers, or evaluators. The practice field will prepared students to assume or enhance supervisory expertise in social agencies and social work programs, staff training or consulting responsibilities, or to conduct research. The program is unique among Ontario universities in its focus on critical analysis of the social work profession.

The program was developed in conjunction with the School's Professional Advisory Committee, composed of 12 executive directors and senior staff members drawn from regional, social, health, and education services and programs, and the Social Work profession. The program is accredited by the Canadian Association of Schools of Social Work (CASSW). The submission reviewed by the Academic Advisory Committee contained letters substantiating the

need for the program from prospective students, many of whom are practising social workers and potential employers of graduates.¹

Enrolment will be limited to 20 students in each of the two fields. A steady-state total enrolment of 40 students is expected to be achieved within the first five years of operation. Both part-time and full-time enrolment is possible, enabling practising social workers to upgrade their abilities while maintaining their employment. For the 1994-95 academic year, the University received 57 applications to the new program (38 for the full-time stream and 19 for the part-time stream). Within the Social Welfare Policy stream six students were admitted to full-time study and 17 students to part-time study. Regarding the Social Welfare Practice stream, three students were admitted on a full-time basis and seven on a part-time basis. Demand for the program is anticipated to be extensive and long-term.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. **Consistency with Aims, Objectives and Existing Strengths**

The MSW program at McMaster University has been included in the University's Five-Year Graduate Plan since 1992. It is built upon an existing program and the associated existing strengths within the School of Social Work. The faculty, library, computer and space resources necessary to offer the program are already in place. Faculty research supports the central theme of critical analysis of social welfare policy and practice. The change in degree designation is consistent with the usual designation for Master's programs in Social Work.

The Academic Advisory Committee is satisfied that the proposed Master of Social Work program is consistent with the aims, objectives and existing strengths of McMaster University.

4. **Funding Recommendation**

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

*enrolment in the Master of Social Work program at McMaster University
be recommended by Council for funding eligibility.*

Academic Advisory Committee
March 17, 1995

1. See University's submission, Attachments.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Art History (PhD)
Queen's University**

**New Graduate Program
Considered for Funding Eligibility**

On February 28, 1994, Queen's University requested that Council consider its new Doctor of Philosophy (PhD) program in History for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on May 21, 1993.

2. Societal Need and Student Demand

The proposed program focuses on the art and architectural history of the Renaissance and Baroque periods, and art and architectural history of the Modern period in Europe and North America. There is only one other doctoral level program in Ontario, located at the University of Toronto (History of Art, PhD). The University of Toronto graduates an average of two doctoral students per year. Queen's University argues that the retirement of current Art History PhD holders will reach a high level by the end of the century. Queen's University notes that, by 2005, 43% of current tenure track faculty will have retired by 2005 and retirements will continue to increase to 2010. It is also noted that many faculty members in Art History have attained only the MA level academically. In view of the fact that, in Ontario alone, the four universities with graduate programs in Art History employ 43 art historians, and that only 10 PhD's in Art History have graduated in the past five years in Ontario and 14 Canada wide, the projected critical shortage of qualified faculty may be understated. The University argued that an additional doctoral program in Art History will be essential to also meet the increasing demand for such graduates outside the university sphere. The expansion of art gallery collections and museums, plus the increasing level of professional education expected of collections/curatorial staff, suggest further demand for doctoral graduates in Art History, particularly in Ontario and especially in the National Capital Region.

The Committee reviewed numerous letters substantiating the need for additional doctoral-level Art History graduates from other universities from across Canada, and potential employers including the federal government and the local, regional and national art institutions.

The program would enrol between three and four students per year until a steady-state of 12 to 16 students was reached, likely in the fifth year of the program's operation. Student demand would originate from among the approximately 22 Art History MA graduates from

Ontario's four programs offered at Carleton University, Queen's University, the University of Toronto and York University. Demand is projected to be sustainable over the long-term.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The PhD program in Art History at Queen's University has been included in the University's Five-Year Graduate Plan since 1989. Queen's University currently offers both an MA in Art History and an MAC in Art Conservation. The Art Conservation program is unique in Canada.

The Agnes Etherington Art Centre, a public art museum operated by the University on campus, will serve as a museum laboratory and study collection for the new program. The Agnes Etherington Art Centre is poised for expansion to accommodate recent donations of artwork from a number of private collectors.

The University archives contain an extensive collection of papers, manuscripts, drawings and reference materials. The Curator of Special Collections within the Art Conservation program is actively involved in the preservation of rare and delicate materials. Reciprocal library loan agreements with a large number of North American research libraries facilitate students' access to research materials.

Research trips abroad for doctoral students enrolled in the Art History program will be supported through the interest derived from an endowment by Dr. Alfred Bader in the amount of \$1,000,000. Dr. Bader also endowed a Chair in Northern Baroque art, the first such Chair in Canada, which will ensure continuing scholarly expertise at Queen's in Dutch and Flemish Baroque art. The occupant of the Bader Chair will be engaged both in research on Dutch and Flemish art and in teaching and supervising graduate students.

Background and additional materials provided by the University indicate that the necessary faculty, library and artistic resources are in place to support the program. The Committee notes that extensive computer and special equipment are also available in support of the program.

The Academic Advisory Committee is satisfied that the proposed PhD program in Art History is consistent with the aims, objectives and existing strengths of Queen's University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Doctor of Philosophy program in Art History at Queen's University be recommended by Council for funding eligibility.

Academic Advisory Committee

April 21, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Sociology (PhD)
Queen's University****New Graduate Program
Considered for Funding Eligibility**

On July 28, 1994, Queen's University requested that Council consider its new Doctor of Philosophy (PhD) program in Sociology for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on September 16, 1994.

2. Societal Need and Student Demand

The PhD program in Sociology proposed by Queen's University focuses on three areas: socio-legal studies; the sociology of communication and information technology; and, feminist sociology. The Academic Advisory Committee undertook to carefully review the need for this program as there are currently six doctoral programs in Sociology in the province. Upon review of assessments of similar existing programs, as well as a significant amount of additional information requested of the University, the Committee was convinced that there were academic and societal needs that would be met by this program that were not met elsewhere. In particular, graduates with doctoral education in the fields offered within this program would be qualified to fill a number of academic positions available or being created at other Ontario universities.¹ In the case of the communication and information technology field within the PhD Sociology program, it was unique in the province. With respect to the other two fields, overlap in course content was found to be limited and, in most cases, restricted to two or fewer universities.

Many program graduates will be expected to fill the numerous academic positions that will become available nation-wide between 2000 and 2010 when a substantial number of existing faculty retire. The academic need for graduates of this program was clearly demonstrated by the large number of advertised academic positions related to the fields within this program.² Others can expect to find employment with governments, private research

1. Queen's University, Response to Request for Additional Information, April 11, 1995. Attachments.

2. Ibid.

institutions, charitable and community organizations, advocacy groups, as consultants to publishers, and in the private and public sector.

Student demand for the program is expected to be substantial. Up to two students will be enrolled in each of the three fields per year, until a steady-state total enrolment of 12 to 15 students is achieved. Students are expected to be attracted to the program from Ontario, across Canada and abroad, mirroring the composition of the existing MA program.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The PhD program in Sociology at Queen's University has been included in the University's Five-Year Graduate Plan since 1991. The development of the proposed fields within the Sociology program relates to the work of a number of interdisciplinary initiatives on campus, including those within the Faculty of Law, the School of Policy Studies, the Departments of Film Studies, Psychology and Political Studies, and the Institute of Women's Studies. In particular, the Studies in Communication and Information Technology Group, the Group for Interdisciplinary Legal Studies and the Institute of Women's Studies will be enhanced by the presence of a PhD in Sociology.

Recent staffing decisions have been made with the strengthening of the proposed PhD fields in mind. As a result, no new appointments are needed to mount the PhD program. The University currently offers undergraduate and Master's level degrees in Sociology, and the proposed program builds upon this well established foundation.

The documentation reviewed by the Committee attests to the fact that the physical, library, computing, space and student support resources supporting the program are in place.

The Academic Advisory Committee is satisfied that the proposed PhD program in Sociology is consistent with the aims, objectives and existing strengths of Queen's University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Doctor of Philosophy program in Sociology at Queen's University be recommended by Council for funding eligibility.

Academic Advisory Committee

April 21, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Watershed Ecosystems (PhD)
Trent University**

**New Graduate Program
Considered for Funding Eligibility**

On August 27, 1994, Trent University requested that Council consider its new Doctor of Philosophy (PhD) program in Watershed Ecosystems for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on October 22, 1993.

2. Societal Need and Student Demand

The proposed PhD program in Watershed Ecosystems will meet a need for scientists with a strong interdisciplinary grounding in the functioning of watershed ecosystems and the toxicity and fate of contaminants in the environment. The need for doctorally-prepared graduates with expertise in watershed management and planning is increasing and has been reflected in the federal government's creation of PhD scholarships in the area of ecosystem-level research related to environmental change and remediation. This program is also related to the strategic research areas identified by NSERC such as environmental quality, oceans and inland waters, food, agriculture and aquaculture, and forestry. Trent University notes that:

Indeed, NSERC's recently released policy document on future investment in university research, *Partnerships in Knowledge*, state "NSERC will advocate and foster interdisciplinary collaboration in research and student training. This type of approach is essential to the solution of many challenging problems (for example, ...the prevention of environmental degradation)".¹

Program graduates will be expected to play a substantial role internationally, particularly with respect to the United Nations' International Network project on Water, Environment and Health. Demand for graduates is expected to increase over the long-term in

1. Trent University, Watershed Ecosystems Graduate Program PhD Option, OCUA Brief, August 4, 1994, Section 3b.

industrial, governmental and educational sectors. The Committee reviewed an extensive overview provided in the University's submission of current positions in industry, government and governmental agencies and the educational sector for which program graduates would be qualified.² Letters attesting to the need for program graduates were also reviewed by the Committee.³ The University indicated that it has a process of regular consultation with potential employers in place to ensure the program produces graduates with the skills and expertise relevant to societal needs. The program will also make use of "Honorary Conjuncts" in the program who provide students with access to additional research expertise and contacts with governmental and non-governmental sectors. This is the only program in Ontario that offers an interdisciplinary course of instruction with a focus on water and the watershed as a fundamental ecological unit.

The University anticipates enrolling up to three students per year, achieving a steady-state of 11 students in the fourth year of the program's operation. The number of students in the Master's program in Watershed Ecosystems will be reduced marginally to accommodate the proposed number of doctoral students. The University has been receiving approximately 25 inquiries per year regarding a doctoral program in Watershed Ecosystems and, on this basis, is confident that the student demand for such a program is extensive. The Committee notes that the proposed program was reviewed and supported by Trent University students.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The PhD program in Watershed Ecosystems at Trent University has been included in the University's Five-Year Graduate Plan since 1991. The proposed program builds upon an existing interdisciplinary Master's program in Watershed Ecosystems. It is consistent with the terms of Trent's differentiation grant, which requires it to offer graduate programs only in interdisciplinary fields of existing strength.

The program will be housed in a new \$13 million Environmental Sciences Centre containing student offices and state-of-the-art lab and research facilities. The faculty and library resources required to offer the program are already in place. Extensive liaison between the Environmental Sciences faculty at Trent University and the Ministry of Natural Resources will be enhanced by the Ministry's relocation to Peterborough.

The Academic Advisory Committee is satisfied that the proposed PhD program in Watershed Ecosystems is consistent with the aims, objectives and existing strengths of Trent University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Doctor of Philosophy program in Watershed Ecosystems at Trent University be recommended by Council for funding eligibility.

Academic Advisory Committee
March 17, 1995

2. See University submission, Appendix III.

3. See University submission, Appendix IV.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**English (MA)
Wilfrid Laurier University**

**New Graduate Program
Considered for Funding Eligibility**

On July 22, 1994, Wilfrid Laurier University requested that Council consider its new Master of Arts (MA) program in English for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, the program did not require any improvements. The program was approved to commence on September 16, 1992.

2. Societal Need and Student Demand

The proposed MA program in English is dedicated to "Studies in Gender and Genre" and focuses upon the literary representation of gender and genre. The purpose of the program is to prepare students for doctoral studies in English or a related multi-disciplinary field. It will provide students with an opportunity to specialize in two emerging and significant fields of study in the Humanities, which reflect issues of concern in society. Thesis and non-thesis streams are available. Employment opportunities for students not pursuing the doctoral degree upon completion of the program include positions in publishing, journalism, law, teaching, administration, library science, government service and other areas requiring complex skills in communication and language. The University indicates that this program would be unique in its focus and would appeal to

male and female students of literature who have strong interests in scholarly issues pertaining to contemporary feminist studies and gay studies and who wish to develop an understanding of them in the light of current critical and cultural theory.¹

The OCGS review of graduate programs in English noted that existing programs in Ontario are generally of a conservative nature and that there are only limited offerings in contemporary trends in literary scholarship. This program will meet a need for individuals "to be sensitized to, and informed about, gender issues [within] ... a society struggling with issues of equity, both in

1. Wilfrid Laurier University, p. 2.

the academic and the wider context of social, economic, and educational institutions."² The University of Waterloo has indicated that this new program complements, rather than duplicates, its existing MA program in English.

Student demand for the program has been substantial with 127 enquiries being made about it in 1993-94, originating world-wide. Six students were admitted to the program in September, 1993. Four students graduated in May, 1994, and two additional students will graduate by October, 1994. Eight students were admitted in September, 1994. Graduates of the program have been successful in obtaining admission to doctoral programs across Ontario. A steady-state enrolment of ten full-time and five part-time students is expected to be realized between 1996 and the year 2000.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MA program in English at Wilfrid Laurier University has been included in the University's Five-Year Graduate Plan since 1983. The program is consistent with the major objective of the Faculty of Graduate Studies to offer narrowly focused programs in the Arts and Sciences, Business and Social Work. The University indicated that, at Wilfrid Laurier University, departments are only permitted to develop graduate programs when the undergraduate Honours program is well recognized as a producer of graduate students for other institutions, and when the faculty have demonstrated a continuous commitment of scholarly output in major refereed journals and at important scholarly conferences. This program has met these internal requirements.

Fifteen full-time faculty are in place within the English Department and 12 faculty from cognate disciplines are also available to the program (Women's Studies, Interdisciplinary Humanities Option administered by the Department of Religion and Culture, Anthropology and Philosophy).

Sufficient library resources are in place, and a budget exists for additional library acquisitions. Students have access to additional resources at the University of Waterloo.

The Academic Advisory Committee is satisfied that the proposed MA program in English is consistent with the aims, objectives and existing strengths of Wilfrid Laurier University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Arts program in English at Wilfrid Laurier University be recommended by Council for funding eligibility.

Academic Advisory Committee

March 17, 1995

2. Ibid., pp. 1-2.

95-III Resource Allocation for Ontario Universities

Summary

The Ontario Council on University Affairs was asked by the Minister of Education and Training to review the Ontario university funding allocation system.¹ The Minister asked Council to address issues related to increasing accessibility to university education, emphasizing teaching, enhancing transferability of academic credits, enhancing adaptation, restructuring, inter-institutional cooperation and sharing, and rationalization. Council was also asked to examine the balance among university teaching, research and community service, and to consider ways to increase accountability in the use of resources in these areas.

The review process included consultations in Spring 1994 on issues related to the review with provincial-level university organizations, individual universities and external organizations. In Summer 1994, Council released the discussion paper, Sustaining Quality in Changing Times. Funding Ontario Universities. Council's Task Force on Resource Allocation released a series of background and technical papers on various issues. During the fall of 1994, Council conducted public hearings on the issues raised in the discussion paper in every community where a university is located.

During the course of its review and consultations, Council explored a variety of issues pertaining to university operations, missions, governance and funding allocation systems. These included examining the impact on universities of environmental forces such as significant public sector funding cuts, enrolment demand pressures, and changing public policy priorities. Council also examined the nature of academic work, the relationship between teaching and research, the balance among teaching, research and community service, ways to enhance the emphasis on teaching, ways to preserve and enhance quality and equity, and alternative funding allocation systems.

One of the major issues raised in the review is the accommodation of enrolment demand. While Council believes that some accessibility can be promoted within existing resources, it also believes that sustained increases in enrolment will have a negative impact on quality. There is not an unlimited potential for growth without new funds. Council is uncertain at what point system growth will become untenable without new funds, but it recommends that before this happens it is important for Government to clarify its accessibility policies and objectives.

After considering views expressed in the consultation processes, background research completed by Council, and its own deliberations, Council recommends in this advisory memorandum a new funding allocation system and associated policies designed to assist Ontario universities in meeting future challenges.

Council proposes an integrated set of funding allocation mechanisms and policy mechanisms, responsive to the public interest in university services and the public policy objectives that flow from that interest, within a framework of decentralized governance, including academic decision-making and management, and system-level coordination and planning. It builds upon the current funding allocation system, adopting and enhancing those aspects which Council recommends be retained. It reflects Council's advice on the appropriate balance between local decision-making on the one hand, and system coordination and responsiveness on the other. It addresses issues of accessibility, quality, adaptability, equity,

1. Letter from the Honourable Dave Cooke, Minister of Education and Training, to Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs, November 24, 1993. See Appendix A.

accountability, transparency, differentiation and effective institutional governance and management.

Core Funding Envelope

The core of this proposal is a new funding allocation formula, the Core Funding Envelope, which replaces the current Formula or Basic Grant Envelope, Transition to New Corridors Envelope and Research Overheads/Infrastructure Funding Envelope. There are seven essential characteristics of the Core Funding Envelope:

- **Allocative formula.** The funding allocation system is a distribution mechanism which distributes the funds available and not a revenue-generating mechanism that determines or generates the total funds available to be distributed to the university system.
- **Cost-based.** The underlying parameters for formula allocation will be related to the relative costs of different university operations, such as classroom-based vs. laboratory-based instruction, rather than historical factors which previously shaped allocations.
- **Activity/Outcomes-based.** The allocation formula will be based on factors more reflective of the level of activity or outcomes underlying the key outputs or missions of each university than is currently the case.
- **System coordination and planning/Governance, including academic decision-making and management, by legally autonomous universities.** The system strikes a balance between system-level coordination and planning on the one hand, and institutional-level governance, including academic decision-making and management, by legally autonomous universities on the other.
- **Short-term funding stability.** Institutional income is buffered from short-term year-to-year fluctuations in activity.
- **Accountability.** The accountability provisions associated with the new funding allocation system will reinforce Government accountability initiatives already underway such as the provisions recommended by the Task Force on University Accountability.
- **Transparency.** The mechanisms and processes associated with the new funding allocation system are transparent and visible.

The proposed core funding mechanism has the following structure:

- Single Block Grant -- Core Funding Envelope:** Institutional autonomy and governance are respected and promoted through *block grant funding*, whereby funds allocated through the Core Funding Envelope are allocated as a single block grant.
- Two Component Formulae:** There will be two components to the allocation formula: i) *Teaching and Scholarship component*, and ii) *Research component*. These component formulae will be sensitive to the interrelationships among these activities, reflecting the relationship between teaching and scholarship, and the need for all universities to have a research base.

The current BIU program weights will be replaced by new cost-based *Teaching/Scholarship Income Units (TSIUs)*, or program weights, and will be applied to a measure of enrolment activity such as FTE enrolments.

The research activity component will be measured according to a *Research Funding Index (RFI)* which is a composite index encompassing three sub-components:

 - a *Basic Infrastructure sub-component* providing research income reflective of the number of researchers at each university (full-time faculty and thesis

graduate students), ii) an *Overhead sub-component* covering a portion of the research overheads of peer-adjudicated sponsored research, and iii) a *Research Activity/Output sub-component* reflecting institutional research activity and output.

- iii) **Activity Targets:** System coordination and planning will be promoted through *negotiated Activity Targets* which are set for each component formula on a five-year cycle (one Activity Target level for the teaching and scholarship component, and one target level for the research component). These Activity Targets set the initial share of funding received by each institution for a *Funding Quinquennium*. Decision-making in this process will be informed by discipline or sectoral review of "societal need" for professional and quasi-professional programs, institutional plans, past performance in relation to previous Activity Targets, quality reviews and compliance with terms and conditions as specified in this advice. Sufficient lead-time will be required so that there is effective stakeholder involvement and transparency in the process. Activity Targets can be increased without additional funding to the system.

- iv) **Short-Term Funding Stability:** Activity levels will be tracked for each of the two components. A *slip-year three-year moving-average* of TSIUs for the Teaching and Scholarship component, and a *slip-year three-year moving-average* of RFI levels for the Research component will help buffer institutional funding from annual fluctuations in activity.
 An institution's share of funding generated by each component formula is insensitive to changes in activity level for that component formula, so long as its moving-average of TSIUs or RFI level is not less than 3% below its quinquennial Activity Target. If the moving-average of activity is below the floor of the -3% *Activity Target Cushion*, an institution's share of funding generated by that component will be reduced by the gap between the institution's moving-average and the floor of the -3% cushion range. Funds freed up by an institution falling below the Activity Target Cushion will be redistributed among all institutions.
 During a Funding Quinquennium, an institution's share of funding generated by a component formula cannot increase beyond the Activity Targets negotiated for that period, except for any funds redistributed from institutions that fall below their Activity Target Cushion.

- v) **Costing:** A cost-study will be undertaken as part of the implementation of the new funding allocation system.

- vi) **Accountability:** Provincial expectations in relation to the transfer of operating grants will be more clearly delineated through the specific *terms and conditions* attached to these grants. With the move to a cost-based funding system and more clearly delineated expectations, there will be increased transparency in institutional operations and needs.

The Core Funding Envelope will be complemented and augmented by several associated funding envelopes and policy mechanisms.

Related Funding Envelopes

Council recommends that an *Educational Opportunity Envelope* be established equal to at least 1 percent (currently \$18 million) of university system operating grants in support of activities which help individuals from underrepresented or educationally-disadvantaged groups with the transition to and integration into university education. This envelope will support bridging, transitional or integrative programs to enhance access.

Council also proposes that a *Negotiated Initiatives Envelope* be set up to help facilitate major restructuring initiatives in the university system. The purpose of the Negotiated Initiatives Envelope is to encourage large scale restructuring projects, which individual universities or the university system could not normally undertake, which have significant one-time costs, and which would result in substantial cost-savings and/or decreased unit costs over the long term. Council proposes that up to 3 percent (currently \$55 million dollars) of university system operating grants be made available within this funding envelope to encourage ongoing restructuring.

Other Initiatives

In addition to the funding mechanisms outlined, Council recommends that the following policies or policy mechanisms be implemented.

Tuition Fees

Council recommends that universities have more flexibility in setting fees for post degree of practice professional and quasi-professional programs and for programs with specific extraordinary costs. Greater flexibility could be introduced for the financing of these programs in three ways: i) institutions could be afforded greater flexibility in developing cost-recovery programs for selected post degree of practice professional and quasi-professional programs; ii) there could be a negotiated adjustment to public/private share of support for selected post degree of practice professional and quasi-professional programs; or iii) institutions could recover extraordinary costs from the student or a third party for special program provisions not usually provided as part of the program.

Discipline or Sectoral Reviews

Council recommends that an on-going system of "societal need"² reviews be carried out in professional and quasi-professional program areas across the province to aid in the assessment of the "societal need" of existing and new academic programs. Council proposes that "societal need" reviews encompass two levels of evaluation: i) an initial periodic macro-level review of the "societal need" for graduates in broad professional or quasi-professional discipline areas or sectors; and ii) in areas identified in the first level of evaluation as possibly having a gross imbalance between graduates and "societal needs", a subsequent more detailed review of specific disciplines and institutional programs to determine if and where program changes might be needed.

Academic Program Quality Reviews

In Advisory Memorandum 93-VI, Council recommended that a system of academic quality reviews be implemented for all academic programs or departments in Ontario

2. Council and the Academic Advisory Committee have had significant experience in evaluating "societal need" for new academic programs. Based on this experience, Council proposes that the "societal need" reviews not be "manpower" planning or human resource planning reviews, but identify gross distortions in relation to "societal need" for graduates.

universities. Council reiterates the importance of implementing academic quality reviews, particularly at the undergraduate level where no systematic process now exists. Ontario must be able to assure society that its university programs are of high quality and that there are processes in place to ensure this.

Transferability of Credit

Council recommends that institutions enhance student credit transfers among universities. It recommends as a condition of receipt of grants an across-the-board "floor" provision, as proposed by the Council of Ministers of Education of Canada, whereby policies mandating full credit transfer for the first two years of study in similar programs be in place at each university-level institution receiving operating grants from the Provincial Government.

Enhanced Decision-Support Information

Better information than is currently available on a systematic basis is required for the implementation of the recommended funding allocation system. This could be addressed with a common repository of consistent, integrated information or it could be addressed by a requirement of data collection as a condition of grants. Further consultation on these two possible options is required.

Implementation

Full implementation of the new funding allocation system requires further consultation with the university community. Council recommends, however, that implementation of some specific aspects of the proposed funding allocation system and associated policies, such as the costing study, be initiated immediately. In the first 18 months to two years, the existing funding mechanism would not be altered and emphasis would be on funding stability. During this time, a number of initiatives would need to be developed to pave the way for funding on the basis of the new funding allocation system. Subsequent to the completion of this ground work there would be full implementation of the new funding allocation system and associated policy mechanisms.

The funding allocation system recommended is intended to replace the existing Formula or Basic Grants Envelope, the Transition to New Corridors Envelope and the Research Overheads/Infrastructure Envelope. It does not deal with the other extra-formula envelopes or the Special Purpose Grants. As the details of the funding mechanism become clear, it will be necessary to evaluate whether these other envelopes need to be modified.

The following initiatives will need to be undertaken to implement the advice contained in this advisory memorandum:

- Implement provisions for increased flexibility in the funding of post degree or practice programs.
- Complete the implementation of academic quality reviews as recommended in Advisory Memorandum 93-VI.
- Undertake a review of peer-adjudicated research overhead funding.
- Undertake a review of the appropriate research activity/output measurement.
- Undertake a cost-study to develop appropriate activity measures and weights for the implementation of the Core Funding Envelope.
- Develop and implement the Educational Opportunity Envelope and Negotiated Initiatives Envelope.
- Develop and implement transferability of credit provisions.

- Develop and implement accountability provisions, including terms and conditions of operating grants.
- Develop and implement discipline/sectoral "societal need" reviews for professional and quasi-professional programs.
- Develop an enhanced decision-support information system as required by this advice.

Summary of Recommendations

OCUA 95-26

CORE FUNDING ENVELOPE

THAT the Core Funding Envelope methodology for allocating university operating grants, as outlined in this advisory memorandum, be adopted. (Section 4.3)

OCUA 95-27

IMPLEMENTATION OF CORE FUNDING ENVELOPE

THAT the further work required for implementing the Core Funding Envelope be undertaken and, upon its completion, the current Formula or Basic Grants Envelope, Transition to New Corridors Envelope and Research Overheads/Infrastructure Funding Envelope be replaced by the Core Funding Envelope. (Section 4.3)

OCUA 95-28

EDUCATIONAL OPPORTUNITY ENVELOPE

THAT a new Educational Opportunity Envelope be established in accordance with the specifications outlined in this advisory memorandum, and that initially at least 1 percent of total university system operating grants be allocated annually for distribution through this envelope. (Section 4.4)

OCUA 95-29

NEGOTIATED INITIATIVES ENVELOPE

THAT a Negotiated Initiatives Envelope be established in accordance with the specifications outlined in this advisory memorandum, and that initially up to 3 percent of total university system operating grants be allocated annually for distribution through this envelope, with any unused portion of this amount to be allocated through the Core Funding Envelope. (Section 4.4)

OCUA 95-30

POST DEGREE OF PRACTICE PROFESSIONAL AND QUASI-PROFESSIONAL PROGRAM FEE FLEXIBILITY AND EXTRAORDINARY COST PROGRAM INCREMENTAL COST RECOVERY

THAT universities be afforded greater flexibility in setting fees for post degree of practice professional and quasi-professional programs, and for recovering incremental costs for extraordinary cost programs, as outlined in this advisory memorandum. (Section 4.5)

OCUA 95-31

DISCIPLINE OR SECTORAL REVIEWS OF "SOCIETAL NEED" FOR PROFESSIONAL AND QUASI-PROFESSIONAL PROGRAMS

THAT the discipline or sectoral reviews of "societal need" for professional or quasi-professional programs be implemented as outlined in this advisory memorandum. (Section 4.6)

OCUA 95-32

PROVINCE-WIDE COST-STUDY

THAT a province-wide cost-study be undertaken as outlined in this advisory memorandum. (Section 4.6)

OCUA 95-33

DECISION-SUPPORT INFORMATION REQUIREMENTS FOR IMPLEMENTING THE NEW FUNDING ALLOCATION SYSTEM

THAT an ongoing decision-support data system be implemented as outlined in this advisory memorandum. (Section 4.6)

OCUA 95-34

EQUITY INFORMATION

THAT efforts be undertaken by the Government of Ontario to establish a single federal/provincial information grid in the area of employment equity reporting. (Section 4.6)

OCUA 95-35

ACCOUNTABILITY PROVISIONS

THAT, as a condition of the receipt of provincial operating grants, universities be expected to comply with the terms and conditions outlined in Section 5.1 of this advisory memorandum. (Section 5.1)

OCUA 95-36

INTER-UNIVERSITY TRANSFER OF ACADEMIC CREDITS

THAT the transfer of academic credits among universities be enhanced through policies enabling full credit transfer for the course credit equivalent of the first two years of full-time study in related undergraduate programs, and that such a policy be in place at each Ontario university receiving operating grants from the provincial government, as outlined in this advisory memorandum.

THAT the existence and application of such a policy be a condition of receipt of provincial operating funds. (Section 6.1)

OCUA 95-37

IMPLEMENTATION OF THE NEW FUNDING ALLOCATION SYSTEM AND ASSOCIATED POLICIES

THAT the recommendations contained in this advisory memorandum be implemented as outlined above, and that the 1997-98 fiscal year be targeted for the first year of operation for the new funding allocation system. (Section 9.0)

OCUA 95-38

RELEASE OF ADVISORY MEMORANDUM 95-III

THAT the Minister make public this advisory memorandum upon receipt, and that consultations and the cost-study outlined above be initiated in the fall of 1995. (Section 10.0)

Publications to Date Related to the Resource Allocation Reference

1. Resource Allocation Bulletin, February 28, 1994
2. Resource Allocation Bulletin, No. 2, May 20, 1994
3. OCUA Research Plan for the Resource Allocation Reference, June 1994 (on Ministry of Education and Training Internet Gopher only)
4. Background Paper, University Transition Assistance Projects: Implications for University Restructuring?, June 1994
5. Background Paper, University Funding Mechanisms: An International Comparison, July 1994
6. Discussion Paper, Sustaining Quality in Changing Times, Funding Ontario Universities, August 1994
7. Document de travail, Le maintien de la qualité dans un monde en évolution, Le financement des universités ontarienne, Août 1994
8. Discussion Paper Summary, Sustaining Quality in Changing Times, Funding Ontario Universities, August 1994
9. Résumé du document de travail, Le maintien de la qualité dans un monde en évolution, Le financement des universités ontarienne, Août 1994
10. Background Paper, Undergraduate Teaching, Research and Consulting/Community Service: What are the Functional Interactions? A Literature Survey, August 1994
11. Technical Paper, An Analysis of the Costs of Teaching, Research and Community Service: An Estimation Model for the Ontario University System, August 1994
12. Background Paper, The Structure of Academic Work, August 1994

13. Background Paper, Ontario University Funding System, September 1994
14. Contributed Paper, Increasing the Emphasis on Teaching in Ontario Universities, Christopher Knapper and Pat Rogers, November 1994
15. Background Paper, Some Perspectives on Academic Freedom, Autonomy and Accountability, March 1995
16. Background Paper, University-Government Relations in Ontario, 1945 to 1995, March 1995.

1.0 Introduction

In November, 1993, the Minister of Education and Training asked Council to review the Ontario university funding allocation system. In this request, known as the resource allocation reference,³ Council was asked to consider a number of policy objectives:

- increased accessibility to university education
- a stronger emphasis on teaching
- enhanced transfer of credit among universities, and between colleges and universities
- enhanced cooperation, rationalization and sharing to increase quality and accessibility to universities
- a funding system which encourages accessibility, adaptation and restructuring.

Council was also asked to examine the balance among university teaching, research and community service, and to consider ways to increase accountability in the use of resources in these areas.

In December, 1994, the reference was extended to Spring 1995 to permit time to assess the potential impact on universities of Federal Government initiatives to reduce federal financial support for postsecondary education through Established Programs Financing (EPF) arrangements, and to allow for additional modelling and policy research to be undertaken. In so doing, the Minister indicated that the "challenges before us are, if anything, even greater than when I provided Council with my reference letter on November 24, 1993. The goals, however, remain unchanged."⁴ Since then, the Federal Government has tabled a Budget Plan which includes severe cuts to EPF and Canada Assistance Plan (CAP) transfers to the Government of Ontario over two years (1996-97 and 1997-98) in the order of between \$1.6 billion to \$2.2 billion. What share of this cut might be passed on to universities is unknown at this time. Council speaks to the issues associated with the federal funding cuts under separate cover to the Minister.

In keeping with the reference from the Minister, Council's resource allocation review has been more exhaustive than past funding system reviews, both in terms of the policy research and the breadth of the consultations undertaken. Council endeavoured to examine the funding system in the context of provincial needs, university operations and functions. It set up a Task Force on Resource Allocation to oversee the day to day policy research and analysis undertaken

3. Letter from the Honourable Dave Cooke, Minister of Education and Training, to Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs, November 24, 1993. See Appendix A.

4. Letter from the Honourable Dave Cooke, Minister of Education and Training, to Professor Joy Cohnstaedt, Chair, Ontario Council on University Affairs, December 7, 1994. See Appendix B.

by the secretariat and an Ad hoc committee of Council members to lead the consultations and development of the advice. The review process incorporated policy research and analysis undertaken by the secretariat, consultants and the Council on University Planning and Analysis (CUPA); input from the university community, and input from interested organizations and individuals external to the university community; and the deliberations of Council.

In February, 1994, Council outlined its plans for policy research and consultation. A series of meetings with provincial-level university organizations and individual universities followed during the Spring. External organizations were also asked to comment on a number of issues. In May, the university community was asked to respond to a series of questions formulated to help shape a discussion paper of the issues and possible options for a future funding mechanism.

In August, 1994, Council released the discussion paper, Sustaining Quality in Changing Times. Funding Ontario Universities to stimulate discussion during the consultations. Concurrently, the Task Force on Resource Allocation released a series of background and technical papers on various issues (listed in the section Publications to Date Related to the Resource Allocation Reference). The discussion paper examined a number of issues related to the reference:

- the environment faced by universities;
- the university funding system in Ontario and in other jurisdictions;
- possible approaches to change with respect to accessibility, quality, the interrelationship and balance among teaching, research and community service, restructuring and professional program rationalization, responsiveness and accountability;
- possible objectives for the funding allocation system;
- the effectiveness of the current funding allocation system in meeting these objectives, and Council's conclusion that the status quo would not suffice; and,
- possible options for changing the Ontario university funding allocation system and for private sources of revenue.

During the fall of 1994, Council conducted public hearings on the issues raised in the discussion paper in every community where a university is located. It received over 300 written and oral presentations from the university community, individuals and organizations external to universities. Council would like to record its thanks to the many individuals and organizations who participated in this process. Appendix C lists the dates and locations of the Fall hearings together with those who presented written submissions.

During the course of its review and consultations, Council explored and discussed a variety of issues pertaining to university operations, mission, governance and funding allocation systems. These included examining the impact of environmental forces on universities such as significant public sector funding cuts, enrolment pressures, and changing public policy priorities. Council also examined the nature of academic work, the relationships between teaching and research, the balance among teaching, research and community service, ways to enhance the emphasis on teaching, ways to preserve and enhance quality and equity, and alternative funding allocation systems.

A number of these issues were controversial, eliciting intense debate. In developing its advice, Council has drawn on insights provided by consultation processes, as well as by background policy research undertaken by the Task Force, consultants and the secretariat. Opinions expressed to Council were diverse and often conflicting, but nevertheless helped shape Council's advice. The advice contained in this advisory memorandum is based on a wide variety of sources and reflects Council's best independent judgment on the funding allocation system needed to assist Ontario's publicly-funded universities in meeting future challenges.

In this advisory memorandum, Council recommends an operating grants system to replace three current funding allocation envelopes accounting for 94 percent of provincial operating grants to Ontario universities in 1995-96: the Formula or Basic Grants envelope, the Transition to New Corridors envelope and the Research Overheads/Infrastructure Funding envelope. It does not deal with the other funding allocation envelopes provided by Government.

Council recommends that the Ontario university operating grants allocation process become a cost-based funding system in which the funding of universities is associated with the relative current costs of the major activities they undertake. This is in contrast to the current historically-determined allocation system based on institutional income and expenditures over 25 years ago. Underlying a cost-based funding system are the following components:

- *block grant funding* in which universities are responsible for internal expenditure allocations, management and governance;
- *activity measures* and allocations within the funding formula which better reflect costs and levels of activity carried out by universities for the primary outputs of universities with component formulae for teaching and scholarship, and for research;
- program weights and other parameters of the new formula calculated on the basis of relative institutional costs, as determined through a *province-wide cost-study*;
- *system-level coordination* of university activities through Activity Targets negotiated quinquennially on the basis of institutional activity, quality, outputs and plans;
- provision for *short-term funding stability* through an activity-insensitive cushion of 3% accompanying Activity Targets and by tracking activity levels according to a three-year moving-average of activity measures;
- *terms and conditions* attached to the block grant which make explicit institutions' responsibility for the stewardship of public resources, quality assurance and ethics/transparency in their practices;
- *associated funding envelopes* which facilitate universities' ability to adapt to a changing environment and society;
- *undergraduate quality reviews* as recommended by Council in Advisory Memorandum 93-VI;
- *regular discipline/sectoral reviews* of the "societal need" for professional and quasi-professional programs; and,
- provision for *fee flexibility* for post degree of practice professional and quasi-professional programs.

The mechanism proposed is a funding allocation mechanism designed to distribute the funds provided by Government for university operating grants and not a revenue-generating mechanism that would determine the total operating grants available to the university system. Ideally, the funding allocation system should be concerned with funding outcomes and benefits of university activities and not just inputs into the process. The cost-based approach outlined by Council in this advisory memorandum attempts to fund quality activity and outcomes in a manner that reflects the relative costs of activities and provides for inter-institutional equity.

2.0 The Ontario University System

In the course of its review, Council was impressed by the strengths of universities in Ontario, and the dedication and skills of individual students, faculty, staff, governors and administrators. They are a tremendous and essential resource for the province and the country. The quality of education and research that Ontario universities have been able to deliver over the years has gained national and international recognition, and should be celebrated. As a highly

accessible, publicly-funded university system, it has achieved remarkable results. The importance of ensuring that the province continues to have strong and effective universities was reinforced by the representations from community groups, business, labour and the arts. It is vital to the public interest to preserve and promote the strengths of Ontario universities.

Ontario has the largest and most extensive university system in Canada, with 17 publicly-funded universities, the Ontario College of Art, the Ontario Institute for Studies in Education, Dominican College, and 25 publicly-funded affiliated or federated universities and colleges. It enrolled, in 1993-94, 206,619 full-time and 87,973 part-time students in degree-credit programs. The system employed over 14,500 Full-Time Equivalent (FTE) faculty and over 18,500 FTE staff in 1992-93. Total expenditures by universities equalled \$4.3 billion in 1993-94, with the Provincial Government providing \$2.1 billion. Most Ontario universities have responded to growth in demand, increasing total full-time and part-time enrolment by 17 percent over the period 1983-84 to 1993-94 in a time of constrained funding, while experiencing significant declines in real funding per student.

2.1 Environment Faced by Ontario Universities

In the discussion paper Sustaining Quality in Changing Times, Funding Ontario Universities, Council provided an assessment of the environment that universities likely will be facing in the next decade. Three main areas were examined: financial constraints, social and demographic changes, and evolving public policy. Council has since re-examined these areas in light of the issues raised in the 1994 Fall hearings and changes occurring in the external environment.

Financial Constraint

Since Council's review of the summer of 1994, the Federal Government released a discussion paper Improving Social Security in Canada and introduced a budget which will severely reduce the level of support provided to the provinces through the Established Programs Financing arrangements. It also proposes to introduce a block grant system of transfer payments to the provinces, which may put postsecondary education in competition with health care and social services for funding.

Council concludes from events that have occurred since it developed its discussion paper that the public sector finances for Ontario universities could become even more constrained than envisioned in 1994, and opportunities to replace the lost revenue may be limited. A critical issue that needs to be addressed is how to distribute fairly the impact of a reduction in public sector revenue on 1) individual institutions; 2) activities within universities; 3) university workforce; and/or 4) students and other users. An equally important issue is how cuts would affect the quality of services.

Social and Demographic Change

The information Council has examined regarding the demand for university education points to uncertainty and volatility in enrolment demand in the next few years. There are contradictory signals as to the level of demand which can be anticipated with demographically-based demand forecasts suggesting increasing long-term demand, and with current applicant levels pointing to a potential softening of demand in the short-term.

In the fall of 1994, the Council on University Planning and Analysis' (CUPA) Committee on Enrollment Statistics, Projections and Analysis estimated that the enrolment demand for first-year full-time undergraduate direct entry programs will increase by 1.6 percent per year. This would imply a 10 percent increase in enrolment demand for first-year full-time undergraduate direct entry programs over the period 1995-96 to 2000-1. There have been no revisions to the graduate enrolment projections undertaken by CUPA and OCGS since the

summer. At that time they projected that graduate enrolment would increase annually by 2 percent until the year 2000.⁵ Provincial Ministry of Finance population projection figures reinforce this perception of possible increases in enrolment demand. Between 1989 and 1994, Ontario's 18-20 age group declined by 7.3 percent while full-time first year undergraduate intake increased by 2.4 percent. The Ministry of Finance projects that the decline in the population of this age group will be reversed and that it will increase by 5.4 percent by the year 2000.

While the revised projections from CUPA are in line with the projections cited in the discussion paper, Council is also concerned about the regional distribution of demand. As Figure 1 indicates, it is projected that increases in the 18-20 age group will be geographically uneven with the most significant increases concentrated in the Greater Toronto Area and many adjoining regions. Appendix D provides further details on institutional location and current full-time Year 1 undergraduate intake patterns.

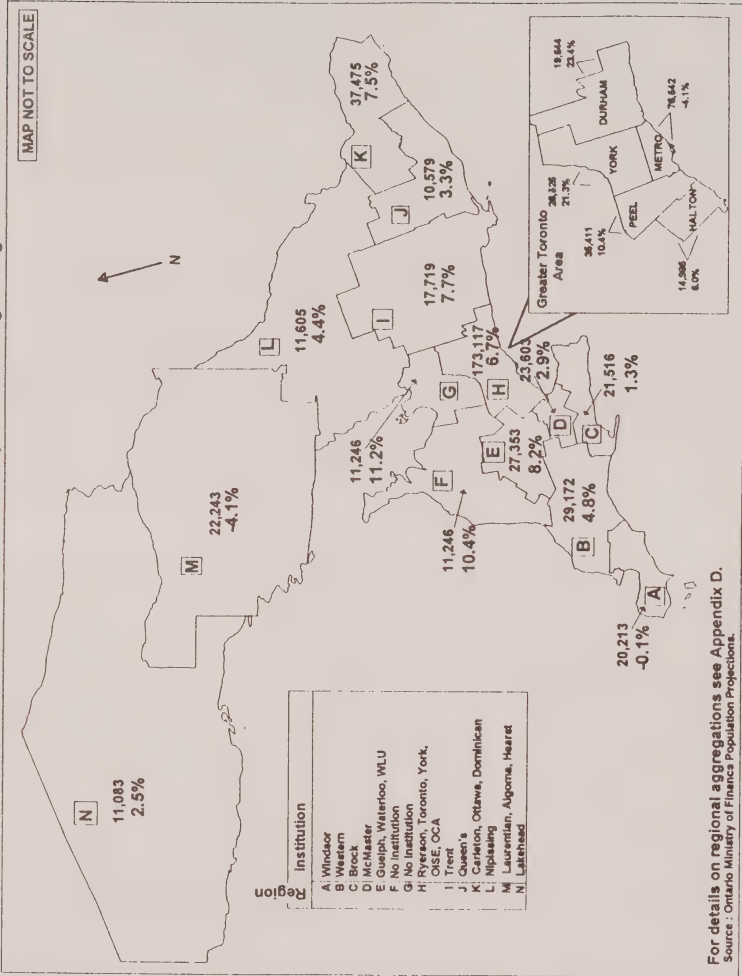
While there are a number of factors which may have an impact on student demand for access to particular institutions, the implications of regional demand require further study. With the probability of increasing costs to students for attending university, it may be that more students will prefer to stay at home for some or all of their postsecondary education. It is particularly important for some students to have access to institutions within a reasonable proximity to their homes. One response to such regional demands may be to provide instruction through distance education.

There are indications, however, that at least in the short-term enrolment, growth may not be as strong as suggested by the projection models. Application data for full-time undergraduate study in the fall of 1995-96 suggest that first-year demand is down by 5.1 percent from last year. If this decline in applicants is reflected in the number of students registering for full-time study this fall, then it will be the largest single-year decline in registrants in recent memory. Between 1990 and 1993, total applicants to universities declined marginally by 1.0 percent. While the underlying cause of the current reduction in applicants is unclear, Council is concerned that increasing costs of university education may be having an impact. The decline could be a result of increasing student debt loads, changes in the Ontario Student Assistance Program, expectations that Federal Government funding cuts will cause increased tuition fee rates, or increases in the costs of living. These data raise the question of how the impact of increasing tuition fee rates and the associated costs will influence enrolment demand in future years. What would the costs be to the Ontario Student Assistance Program of increased tuition fees? Although Council is not able to answer these questions in this advice, they are raised as important for the future.

Council concludes that the enrolment demand picture is at best unclear and potentially volatile. Long-term projections suggest that demand will continue to expand, particularly when the traditional university age cohort begins to grow again later in the decade. On the other hand, short-term demand is softening and may be sensitive to escalating costs and debt loads for students. To further complicate this demand picture, the Royal Commission on Learning has recommended that secondary education end after Grade 12. If this recommendation is implemented, there may be a significant short-term increase in enrolment demand from secondary schools as two cohorts of secondary school graduates apply to university in the same time period.

5. In a covering letter from the President of the Council of Ontario Universities (November 16, 1994), the CUPA enrolment demand projections were tempered somewhat by a caution that because Additional Qualification courses for elementary and secondary teachers will no longer be eligible for funding support and because universities are not planning to expand undergraduate second entry program enrolments, total eligible enrolment may not increase to the levels implied by the enrolment demand projections.

Figure 1 Ontario's 1994 18 - 20 Age Group Population and Projected Percentage Change to the Year 2000



(Map Produced by Ministry of Finance SEB)

While Council believes that further access can be promoted with existing resources, it also believes that sustained increases in enrolment without new funds will have a negative impact on quality. There is not an unlimited potential for growth without new funds. Council is uncertain at what point system growth will become untenable without new funds, but recommends that before this happens it is important for Government to clarify its accessibility policies and objectives.

Changing Public Policy

Many jurisdictions and levels of education are examining public policy responses to changing environment and needs. Since Council's discussion paper was released, there have been other significant occurrences pertaining to educational policy in Canada. Nova Scotia and Alberta have recently released reports on university policy issues, while in Ontario the Royal Commission on Learning dealt extensively with elementary and secondary education policy.⁶

The Nova Scotia Council on Higher Education released a Green Paper on Higher Education, Critical Choices: The Nova Scotia University System at a Crossroads in October, 1994. The Green Paper raised a number of issues including the mission, values, vision and goals of the Nova Scotia university system; alternative strategies for change; and an exploration of major policy issues. Three such issues were identified: the structure, coordination and governance of the Nova Scotia university system; changing relationships for universities with other areas of the postsecondary education system, the public, the government and the internal university community; and Established Programs Financing arrangements. One of the most far-reaching aspects of the Green Paper is its examination of various approaches to the coordination and governance of universities, offering four alternative models which explore different ways to enhance coordination among universities and reduce duplication of effort.⁷

In January, 1995, the Committee on University Financing of the Nova Scotia Council on Higher Education released an interim discussion report, University Financing: The Size of the System and Towards a Funding Formula, which proposed a new funding allocation system for Nova Scotia. The Committee proposed a funding formula with separate formula factors for teaching, scholarship and scholarly service, and research, as well as factors addressing issues of geographical location and public policy. The Committee also proposed to set enrolment corridors and develop new weighting factors for program enrolments reflective of the new funding allocation system.

In Alberta, the Minister of Advanced Education and Career Development released a new policy framework, New Directions for Adult Learning in Alberta, in October of 1994, which outlined a number of strategies to achieve four goals in the province's adult learning system: increased accessibility, responsiveness, affordability and accountability. The strategies announced include: the establishment of an access fund to increase the number of learning opportunities available; expanded use of learning technology; the introduction of an applied degree by public colleges and technical institutes which combines formal instruction and structured work experience; phased increases in tuition fees to a level of 30 percent of institutional operating expenditures in the year 2000; initiatives to enhance student credit transfer; the establishment of a new funding mechanism to reward performance and productivity; and a request that institutional boards examine, and if necessary, renegotiate their

6. The University Education Review Commission in Manitoba also looked at changes to university education in Post-secondary Education in Manitoba: Doing Things Differently. 1993.

7. Nova Scotia Council on Higher Education. Critical Choices: The Nova Scotia University System at a Crossroads, An Overview. Green Paper, October 1994.

agreements with academic staff by March 1, 1995, in order to remove any barriers to termination of employment in response to the need for fiscal restraint, re-organization, new programs, or program rationalization or reduction.⁸

In Ontario, the Royal Commission on Learning submitted its advice to Government in January, 1995. Issues which could affect universities directly include: the potential "double cohort", noted previously, which could result from the move to require graduation at the end of Grade 12, the modification to elementary and secondary school teacher education training provided by faculties of education from a one-year to a two-year pre-service program, the requirement for continuing professional development for teachers, and the requirement that school Principals must have a Master of Education degree. Also of note was the Commission's emphasis on accountability and quality of education.

In Sustaining Quality in Changing Times. Funding Ontario Universities, Council identified four major continuing public policy concerns affecting universities: accessibility, quality, equity and accountability. During Council's consultation process, the question was raised of how best to address such policy issues in the context of a system of legally autonomous institutions. With the possibility of significantly reduced Government support to universities, some argued that university public policy should emphasize deregulation, particularly with respect to tuition fee policy. Others argued that universities are becoming more critical to the social, economic and cultural well-being of the province and the region they are located in, and that it is important for Government to be more proactive in the university sector through more regulation of university activities in order to protect the public interest.

Revisiting the environment discussion in the context of events in the past few months, Council's views have been reinforced regarding the environmental issues facing Ontario universities for the foreseeable future: continued financial constraint, pressure to respond to issues of access (provincial, regional and equity), and a challenging public policy environment. Universities face a dynamic changing environment with a great deal of uncertainty; they must be in a position to respond and adapt to whatever changes in fact occur.

3.0 The Ontario University System and the Public Interest

A basic question asked by Council was why the Province of Ontario provides operating grants to legally autonomous universities. The simple answer is that it is in the public interest for Government to support a strong university system which is responsive to the needs of Ontario. The goals and characteristics of a university system that meet the public interest have been examined by Council and others in the past, and are instructive.

The goals for the university system developed by Council in 1978 and subsequently endorsed by Government were:

- 1) to develop a more educated populace;
- 2) to educate and train for the professions;
- 3) to provide study at the highest intellectual level;
- 4) to conduct basic and applied research, including development and evaluation; and
- 5) to provide service to the community.⁹

8. Alberta Advanced Education and Career Development. New Directions for Adult Learning in Alberta. October 1994.

9. Ontario Council on University Affairs. "The Ontario University System: A Statement of Issues". Fifth Annual Report, 1978-79. pp. 11-13.

More recently, the University Restructuring Steering Committee developed a more extensive set of goals and characteristics for Ontario universities, which have not been responded to by Government, but may usefully be referred to here:

- to develop an educated populace with enlightened, dynamic citizens and leaders for a democratic society;
- to educate and train people throughout their lives for professions and occupations;
- to teach and provide for study at the highest intellectual standard, including opportunities at the highest international level;
- to engage in scholarship, creative activity, basic and applied research at the highest intellectual standard, including activities at the highest international level;
- to provide equity of access;
- to be responsive to students' needs;
- to achieve greater interaction among universities, other educational institutions and the broader community; and
- to be democratic and collegial institutions with significant capacity for change, adaptation and cooperation, and able to make decisions in an open, transparent and accountable manner.¹⁰

These two similar sets of goals and characteristics describe the essential contribution to society made by Ontario universities. It is this contribution that makes it in the public interest for Government to fund the university system, and gives Government a strong legitimate interest in ensuring that these goals are achieved. Council believes that the system of publicly funded legally autonomous universities should be maintained, but that provision for more effective system coordination and planning and for Government to express the public interest should also be made. It is recommended that this be accomplished primarily through the proposed modifications to the funding allocation system and associated policy mechanisms.

The policy-making framework best able to respond to the public interest and to provide Ontarians with the best service combines decentralized governance, including academic decision-making and management, located in each legally autonomous university, with system-level coordination and planning at the provincial level to ensure a coherence of outcomes among institutions. Such a system must be implemented in an affordable manner. The key characteristics of this approach are as follows.

Decentralized governance, including academic decision-making and management, through legally autonomous universities

Institutions should be engaged in effective planning and in implementation of local policies. This permits institutional differentiation with respect to the geographic orientation of the institution, the array of programs offered and pedagogical techniques used, and the relative emphasis placed on each aspect of the traditional mission of universities -- teaching, scholarship, research and community service. This must be carried out within the constraints of Government's public policy requirements.

To be effective, institutions must establish and maintain a clear sense of their particular mission, role, strengths, weaknesses, needs, and their relationship to the Ontario university system. This permits institutional differentiation. Universities must have strong,

10. University Restructuring Steering Committee. Draft Interim Report. October, 1992.

active, capable, well-informed governing bodies. There must be effective and open institutional planning and implementation of local policies. This should be supported by decision-support information such as accurate cost information to permit informed judgments. Institutions must have in place appropriate accountability policies and transparent mechanisms for ensuring their application.

System coordination and planning

There needs to be a process of system coordination and planning to ensure some coherence of outcomes, regionally and provincially, in the decisions made by individual universities. Where "gaps" or "overlaps" in services provided exist, there should be a mechanism to ensure that adjustments are made by institutions to reflect regional, provincial or national needs. There should be the ability to articulate a provincial/system perspective within which institutional governance takes place. There should be mechanisms which can adjudicate competing interests in a fair and open manner.

For effective coordination and planning, there must be a clear delineation of public policy priorities as they relate to universities concerning teaching and learning, access, equity, quality, accountability, research and community service. There must be a sense of system mission, priorities, provincial needs and the environment faced by universities. There must be a clear understanding of institutional strengths and roles. There must be decision-support data to permit informed judgments. There must be effective accountability and policy levers to bring about system objectives in a manner sensitive to institutional priorities and needs.

In recommending decentralized governance, including academic decision-making and management, through legally autonomous universities within a framework of system coordination and planning, Council is proposing an extension of current practices in the Ontario university system and not major change. During the 1989-90 Corridor Negotiations, Council balanced institutional planning and system coordination with respect to enrolment planning. In that process, Government identified priority areas, institutions developed program enrolment plans, and Council allotted enrolment targets for each priority and adjudicated competing plans ensuring a match between system and provincial needs and institutional plans.¹¹ However, the coordination and planning process associated with corridor negotiations has only been undertaken once and has not been an ongoing feature of the Ontario university system. There have been many calls for an adjustment in the university/Government relationship towards more effective system coordination and planning over the past three decades. Council concludes it is now time to implement an ongoing process of system coordination and planning.

As Council puts forth this advice, however, it would like to strike a note of caution. If there were a significant change in the environment, for example, if Government grants were drastically curtailed or there was a significant change in enrolment demand, a more radical change in the relationship between Government and universities could be required either through more intervention by Government than envisioned by Council at this juncture, or alternatively through significant deregulation of all or part of the university system.

Council believes that at this time neither approach would be appropriate. Deregulation is associated with increased competition for all funds, including Government transfers, with markets being expected to achieve the public interest. A market approach may lead to responsiveness in meeting some needs such as accommodating gross levels of enrolment demand. However, it would not promote a system-wide perspective or promote strong regional

11. Ontario Council on University Affairs, "Advisory Memorandum 90-I, Revisions to Universities' Formula Grants Envelope Corridor Mid-Points as a Result of the 1989-90 Corridor Negotiations", Seventeenth Annual Report, 1990-91, pp. 26-29.

institutions. The other extreme is central control and decision-making through processes such as line-item budget reviews and hierarchical management. Universities have argued that micromanagement by the centre can stultify local institutions' ability to respond to a wide range of issues which are best left to the people responsible for implementation. Council agrees that local decision-making and responsibility can be the most effective way to serve the public interest, provided that effective coordination mechanisms are in place and that universities are responsive to the public interest and accountable for the use of public funds.

In summary, Council has concluded that radical or fundamental change in university operations and the relationship between Government and universities is not warranted at this time. The type of relationship recommended between Government and universities is evolutionary in nature, and responds to the changing environment faced by universities. It regularizes and builds upon the type of approach adopted by Council in the 1989-90 Corridor Negotiations. Nevertheless, even under the most optimistic scenarios of the environment faced by universities, there must be changes in policy mechanisms if Government and universities are to be able to respond effectively to the needs of Ontarians. The policy mechanisms that Council recommends are outlined below.

4.0 Funding Mechanisms

Funding mechanisms are one of the key ways governments can encourage or require universities to be sensitive to the interests the public has in university services. Council has examined appropriate objectives for the Ontario university operating grants allocation system, evaluated the current funding allocation system against these objectives, and has come to the conclusion that the current allocation system should be modified. This section of the advisory memorandum sets out a proposal for an integrated system of funding policy mechanisms that should enhance the ability of Ontario universities to respond to the public interest. It operates in a framework of decentralized governance, including academic decision-making and management, by legally autonomous institutions complemented by system-level coordination and planning. The proposed funding allocation system builds upon the strengths of the current funding allocation system and augments it.

4.1 Objectives of the Funding Allocation System

The Minister's Resource Allocation reference to Council outlined a number of objectives Government had identified for this review (see Appendix A). Council consulted the university and external communities on these and other potential objectives of the funding allocation system, adapting and augmenting them to develop a comprehensive list of potential public policy objectives, funding allocation mechanism objectives and desirable institutional characteristics.

Table 1 outlines objectives for which the proposed funding allocation system was developed. Some reflect Government objectives for the resource allocation review, some come from input received during the consultation process, and others result from Council's deliberations. In setting out these objectives, Council recognizes that, in spite of the shortcomings of the current funding allocation system outlined below, most universities have been meeting most of these objectives. The new funding allocation system, however, should help universities better meet these objectives in the future.

In addition, an overriding consideration for Council was that the funding allocation system must be responsive to universities' and public policy needs in a time of declining fiscal resources.

Council has addressed each objective while developing its advice. The funding allocation system recommended by Council addresses the following themes.

THE OBJECTIVES FOR WHICH THE FUNDING ALLOCATION SYSTEM WAS DEVELOPED ARE:

Table 1

A) TO IMPLEMENT PUBLIC POLICY OBJECTIVES

Accessibility -- Encourage institutional capacity to meet possible enrolment demand for undergraduate and graduate education, and increase accessibility to university programs.

Accountable use of grants and fees -- Enhanced accountability for expenditure of provincial operating grants and regulated fees.

Adaptation and rationalization -- Encourage innovation, cooperation, adaptation and rationalization to increase quality and accessibility, and achieve efficiencies and increases in productivity.

Balance among functions -- Encourage an effective and efficient balance among teaching, scholarship, research, administration and community service.

Broadened student entry and re-entry points -- Encourage increased responsiveness to "societal needs" through increased student mobility among educational institutions, and encourage access from under-represented groups.

Planned enrolment capacity -- Facilitate the planned and coordinated implementation of long-term enrolment targets.

Quality, including national and international standards -- Teaching, research, scholarship and community service at universities in Ontario should be competitive nationally and internationally with institutions of similar missions.

B) TO MEET THE CONSTRAINTS OF FUNDING ALLOCATION MECHANISM OBJECTIVES

Accountability (transparency)* -- Provide accountability to the public by linking funds allocated to some quantifiable factors.

Equity* -- Equitable allocations among institutions.

Funding predictability* -- Predictable funding allocations to assist institutions in their planning efforts.

Funding stability* -- Prevent extreme fluctuations in institutional income.

Objectivity -- Provide an objective mechanism for determining institutional shares of the provincial operating grants.

Policy flexibility -- Provide sufficient flexibility so that specific policy objectives that Government may have in the future can be accommodated by the allocative mechanism.

Private benefaction -- Encourage private donors to provide gifts for operating purposes to be added to the resources of the university where these gifts are incremental to its eligible funding.

Simplicity* -- A method that is simple to use, understandable and practical to implement.

C) TO PROMOTE THESE CHARACTERISTICS OF INSTITUTIONS

Institutional differentiation and diversity of mission -- Allow for the evolution of differing institutional missions.

Inter-institutional linkages -- Encourage inter-institutional linkages to promote efficiencies and effectiveness.

Operational effectiveness -- Give universities maximum incentive for effective management and operation.

Transparency -- Encourage transparency in decision-making at both the local and system levels.

* Existing funding allocation system objectives.

The funding allocation system should encourage *accessibility* for secondary school graduates and life-long-learners, as well as respond to the equity needs of particular learners. Local, regional and provincial level "societal needs" should be responded to in a coordinated and planned manner, placing emphasis on teaching and learning, and the scholarship needed to support them.

The funding allocation system should foster high *quality* outcomes in teaching, research and community service. Mechanisms should be in place to ensure that graduate and undergraduate education are of high quality, and that institutions are able to produce high quality research.

The funding allocation system should facilitate *adaptability* in the system's and institutions' responses to changing social, economic, technological, fiscal and Government policy environments. Initiatives to help universities better respond to changing circumstances must facilitate both institutional adaptation to local needs and system-level adaptation to regional and provincial needs. The funding allocation system should facilitate system planning, articulation and coordination of institutional responses to "societal needs" with respect to universities' teaching, scholarship, research and community service activities.¹²

The funding allocation system should provide for an *equitable allocation* of funds among universities. The funding allocation system should reflect the relative costs of activities, with like activities being funded similarly and different activities being funded in accordance with relative differences in costs. It should be equitable and reflect *differentiated roles and missions*.

The funding allocation system should facilitate *accountability* in the allocation and use of operating grants and student fees provided to universities. It should be explicit about the purpose for which operating grants are provided to universities and expectations for receipt of those grants. There should be the greatest possible transparency in the expenditure of public resources.

Finally, the funding allocation system should encourage *effective institutional governance, including academic decision-making, planning and management* by providing a relatively stable and predictable funding and planning environment. The funding allocation system should provide the flexibility to be innovative and responsive to local needs and provide incentives for inter-institutional linkages. It should also encourage efficiency of operations and facilitate flexibility, and where appropriate generate other sources of revenue or funding partnerships.

In addition to the objectives outlined in Table 1, Council has been guided in the development of its proposed funding allocation system by six technical or operational objectives for the underlying data to be used in formulaic calculations. These are outlined in Table 2. These technical objectives are critical in ensuring that the funding allocation system recommended has ongoing integrity.

12. These outputs are alternatively expressed by Rice, Boyer and others in describing the nature of faculty work as the scholarship of teaching, the scholarship of integration, the scholarship of discovery and the scholarship of practice. See OCUA *Sustaining Quality in Changing Times, Funding Ontario Universities*, August, 1994, Table 3, for a further elaboration on this set of categories.

TECHNICAL OR OPERATIONAL OBJECTIVES FOR UNDERLYING DATA **Table 2**

The underlying data used in formulaic allocations should meet the following objectives.

Auditable

The data must be auditable within generally accepted auditing standards.

Cost-effective

Information collected must not be expensive to collect, summarize and audit.

Measurable

The factors upon which the allocation is to be made must be measurable and definable for consistent reporting.

Non-manipulable

Institutions must not be able to increase income by adjusting underlying data without corresponding changes in activity.

Non-volatile

The data must be able to be collected in a consistent manner over time and not be subject to fluctuations which do not reflect changes in activity.

Relevant

The measures used must be relevant measures that reflect institutional activity and consequent costs.

4.2 The Proposed Funding Allocation System

The objectives outlined have guided Council as it considered funding allocation mechanisms. First, Council assessed the adequacy of the current funding allocation system and presented its conclusions in the discussion paper Sustaining Quality in Changing Times, Funding Ontario Universities. It decided that the current system needed to be modified if the policy objectives outlined above were to be met in the future in a changing environment. Some aspects of Council's assessment of the current funding allocation system were contested during the Fall hearings. However, Council has not changed its view about the inability of the current funding allocation mechanism to respond to the needs of the Province in the future, especially in an environment of shrinking resources.

There are many aspects of the current funding allocation system which Council retains in the recommended approach. At the same time, there are some characteristics of the current funding allocation system which are seen as needing modification if the funding allocation system is to be responsive to public policy. Some of the aspects of the current funding allocation system which are retained include:

- *The block grant nature of the allocations to each institution.* Each institution decides how funds will be expended in carrying out its mission and operations. With a block grant allocation, the system of decentralized governance, including academic decision-making and management, of institutions envisioned by Council can be fulfilled.

- *The system coordination aspect of enrolment or activity level negotiations.* This allows Government to set system priorities and Activity Targets. It allows growth to occur in a more planned and coordinated manner.
- *The formulaic, measurable nature of the funding mechanism.* The allocated funds are based on the relative level of activity of each institution (replacing the current historical base), where institutions must maintain the agreed upon level of activity to retain their share of allocated income.
- *The buffering of income from short-term fluctuations in the level of institutional enrolment or activity.* Institutional corridors and moving-average enrolment or activity counting stabilize institutional income from annual fluctuations in enrolment or activity levels.
- *The relative predictability of income shares.* The share of income generated by an institution is relatively predictable from year to year, changing in a planned and coordinated manner.

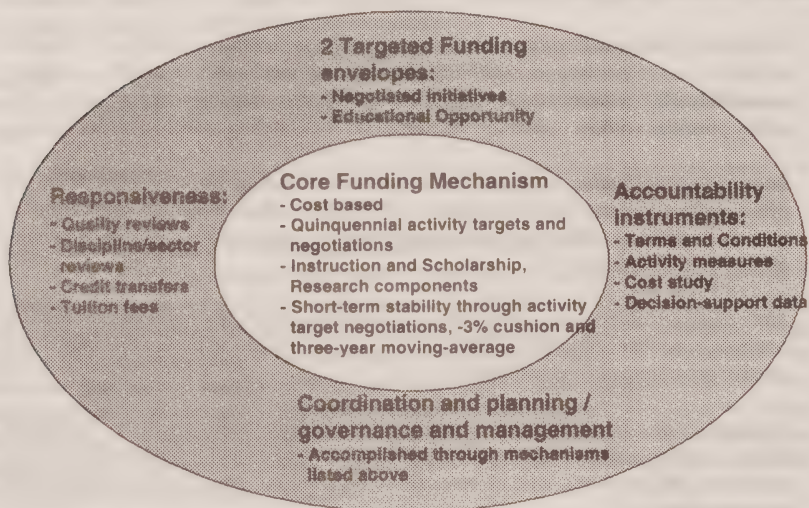
Some of the issues concerning the current funding allocation system that Council recommends be addressed include:

- *The current funding allocation system's requirement for additional dollars to be added to the system to promote accessibility.* The funding mechanism is unable to promote accessibility when resources decline, or to stimulate system responsiveness to other public policy priorities without increasing the overall level of funding to the university system.
- *Inter-institutional funding inequities.* Inter-institutional funding inequities have developed over a number of years. It has been argued to Council that these inequities result from 25-year-old program weights, historically-based funding shares and/or a lack of recognition of the costs of research.
- *Little demonstrable relationship with programmatic and institutional costs.* There has not been a mechanism to review and update program weights to ensure that they reflect relative programmatic and institutional costs.
- *Inadequacy of a single measure of activity.* The single measure of activity -- enrolment levels -- is unable adequately to reflect different facets of overall institutional activity. In particular, the level and cost of research activity are not necessarily associated with enrolment levels.
- *Inability to address on an ongoing basis gaps and overlaps in service in the system.* With once-only activity-level negotiations and the requirement for additional funds for growth, the funding system is unable to ensure that gaps and overlaps in the provision of service can be dealt with in an effective and efficient manner, and that there is a timely response to "societal needs".
- *Little specified accountability for funds allocated.* There are few explicit specifications or conditions attached to the receipt of the block grants allocated, or with respect to the expectations or purpose to which the grants are provided by the government.

In the discussion paper Sustaining Quality in Changing Times, Funding Ontario Universities, Council outlined alternative funding system models, funding envelopes and other policy approaches to meet many of the objectives identified. After consulting on these options during the Fall 1994 hearings, and upon further reflection, Council has developed a new funding allocation system and associated set of policy mechanisms. It recommends that these be implemented over the next two to three years.

The proposed funding allocation system and related policy mechanisms form an integrated package. This package is responsive to the public interest in providing university services and the public policy objectives that flow from that interest. Each component of this package is integral to achieving the policy objectives identified by Council and Government. Some objectives are achieved through a combination of mechanisms which both inform and reinforce the effectiveness of other mechanisms. Each component is outlined in Figure 2. Specific elements also contribute to an effective framework for system-level coordination and planning.

Figure 2: Aspects of an Integrated Approach to Funding



While full implementation of the new funding allocation system will require further consultation with the university community, implementation of some specific aspects of the proposed funding allocation system and associated policies should begin immediately. In the first 18 months, the current funding allocation mechanism would not be altered and emphasis would be placed on funding stability. During this time, a number of initiatives need to be developed to pave the way for funding on the basis of the new funding allocation system (see Figure 5,

Section 9.0). Upon the completion of this background work, there would be full implementation of the new funding allocation system and associated policy mechanisms.

The funding allocation system recommended is intended to replace the existing Formula or Basic Grants Envelope, the Transition to New Corridors Envelope and the Research Overheads/Infrastructure Envelope. It does not deal with the other extra-formula envelopes or the Special Purpose Grants. As the details of the funding mechanism become clear, it would be important to evaluate whether these other envelopes need to be modified.

4.3 The Core Funding Mechanism

The core funding allocation mechanism is the central feature of the new funding system. Like the current funding formula, there are two main aspects to the mechanism:

- It is formulaic, using cost-based measures of university activity which are buffered from year-to-year fluctuations through the use of moving-averages, and activity ranges which are insensitive to minor short-term fluctuations in activity level.
- There is a coordinated process for determining the share of funding received by each institution and setting the Activity Targets in the allocation formula.

The key adjustments recommended are in the underlying measures of activity, calling for a broader set of cost-based activity measures associated with universities' outputs resulting in replacement of program weights used to generate BIUs; and the frequency of negotiating changes in the share of activity, recommending that these be negotiated every five years, thereby making the funding system more dynamic than the current system.

There are seven key characteristics of the new core funding allocation mechanism: i) it is an *allocative formula* that distributes funds and not a revenue-generating mechanism; ii) it is *cost-based*, reflecting the relative costs of university activities; iii) it is *activity/outcomes-based*, reflecting the activities and outcomes of the major missions of universities; iv) it enables a balance to be struck between *system coordination and planning* on the one hand, and *governance, including academic decision-making and management, by legally autonomous universities* on the other; v) it provides *short-term funding stability*, buffering institutional income from year-to-year fluctuations in activity; vi) it enhances *accountability*; and vii) the mechanisms and processes are *transparent* and visible.

The Structure of the Core Funding Mechanism

The Core Funding Envelope is allocated as a *single block grant* through two component formulae: i) the *Teaching and Scholarship* component, and ii) the *Research* component. These components are sensitive to the interrelationship among these activities and reflect the relationship between teaching and scholarship, and the need for all universities to have a research base.

Activity in the Teaching and Scholarship component will be measured using cost-based *Teaching/Scholarship Income Units (TSIUs)* or program-weighted enrolment levels. Activity in the Research component will be measured according to a *Research Funding Index (RFI)* which is a composite encompassing three sub-components:

- i) a *Basic Infrastructure sub-component* reflective of the number of researchers at each university;
- ii) an *Overheads sub-component* covering a portion of the research overhead costs of peer-adjudicated research; and

- iii) a *Research Activity/Output sub-component* which reflects institutional research activity and output.

Activity Targets for each component formula (one Activity Target level for the Teaching and Scholarship component and one Activity Target level for the Research component) will set each institution's initial share of funding for a five-year period (a *Funding Quinquennium*) and allow for system coordination and planning initiatives through negotiation of these target levels. Institutional Activity Targets and funding shares are reviewed every five years. *Short-term funding stability* is introduced by tracking activity levels for each of the two component formulae with a *slip-year three-year moving-average* against Activity Target levels, and by providing a *-3% Activity Target Cushion* where an institution's share of funding generated by each formula is insensitive to changes in activity levels for that component formula. If an institution's moving-average falls below the floor of the *-3% Activity Target Cushion*, its share of funding generated by that component formula will be reduced by the gap between the moving-average and floor of the cushion. The funds freed up from an institution falling below its Activity Target Cushion will be redistributed among all institutions. During a *Funding Quinquennium*, an institution's share of funding generated by a component formula cannot increase beyond the Activity Targets set for that period, except for redistributed funds from another institution falling below its Activity Target Cushion floor.

The details of each aspect of the proposed Core Funding Envelope are outlined below.

i) Single Block Grant - Core Funding Envelope

The three funding envelopes under review, the Formula or Basic Grants Envelope, the Transition to New Corridors Envelope and the Research Overheads/Infrastructure Envelope, account for 94 percent of university operating grants in 1995-96. Council recommends that these three envelopes be amalgamated into one envelope -- the Core Funding Envelope. Figure 3 compares the current envelopes with the proposed new Core Funding Envelope.

Council further recommends that funding from the Core Funding Envelope be flowed as a single block operating grant and that each institution should continue to be responsible for its own expenditure allocation. Council considered recommending that the operating grants allocated through the Core Funding Envelope be flowed as two separate blocks (one block for the Teaching and Scholarship component, and one block for the Research component) with expenditures of each block of funds being limited to activities associated with each component. While Government could follow this route in the future, Council recommends that it is more effective for institutions to have the flexibility to evolve and make decisions at the local level as to the expenditure of operating grants.

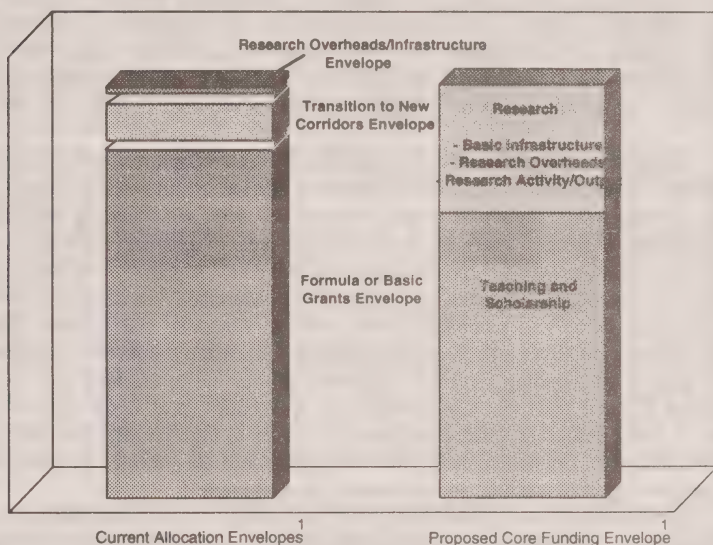
Nevertheless, Council also believes that it is important for Government to be more explicit about the expectations associated with the operating grants provided to universities. Council recommends that specific terms and conditions of grants be attached to the block grants allocated. The terms and conditions Council recommends be attached are outlined below in Section 5.1.

ii) Two Component Formulae

Council believes that the funds in the Core Funding Envelope should be allocated on the basis of activity levels directly related to core areas of a university's mission -- teaching,

scholarship and research.¹³ Council considers administration and "service" within the university to be support systems for the core activities, the costs of which should be allocated to the primary functions. Council is therefore recommending that Core Funding Envelope be allocated in two separate components, better reflecting the primary activities of the universities and taking into consideration the interrelationships among the activities and the importance of each activity to all universities.

Figure 3: Current Funding Envelopes and the Proposed Core Funding Envelope¹



1. Excludes: Special Purpose Grants, Northern Operations Grants, Northern Missions Grants, Bilingualism Grants, Differentiation Grant, Algoma Extraordinary Grant, International Graduate Student Differential Fee Waiver, and Enhanced Accessibility for Students with Disabilities Grants.

Council has not treated the missions or primary functions of a university as isolated stand-alone activities. As was pointed out to Council, a great deal of faculty scholarly activity

13. Defined as: **Teaching/Scholarship** - The delivery of academic programs leading to degrees, certificates or diplomas at all levels. Includes the design, revision, administration and delivery of instruction, the evaluation and counselling of students, the support and facilitation of learning and all related scholarship. **Research** - The search for new knowledge and/or deeper understanding through both empirical and intellectual inquiry which could be pure or applied. The conceptualization of questions, the preparation of proposals, the implementation of programs, and the communication of results. In the fine and performing arts, a model focusing on creativity is more germane.

informs the instructional process.¹⁴ Similarly, external community service¹⁵ is often supportive of teaching and research, and vice-versa. Consequently, in the proposed Core Funding Envelope, scholarship which supports the teaching and learning process is combined with teaching activity to form the *Teaching and Scholarship* component formula. The level of funds allocated through this component should be reflective of the relative resources required to support teaching and scholarship activity, and the attributable administrative overheads.

In evaluating the appropriate range of activities associated with either component of the Core Funding Envelope, Council has not been overly prescriptive. It sees research activity as encompassing those factors outlined in the conventional view of research, described in Footnote 13, including both basic and applied research. It encompasses "creative" activities such as literary, performing and visual arts where appropriate. For the purposes of the Core Funding Envelope, research is distinguished from scholarship in terms of its output, the public dissemination of results. Scholarship is that part of research and scholarly endeavour required to keep abreast of advancements in a discipline or field as required to inform the teaching process.

A separate funding allocation component has not been recommended for community service activities. Council believes that most community service should either be supportive of instruction and scholarship, supportive of research activities, or be self-financing with full cost recovery (including overheads). There are, however, some areas of external community service which could be considered good corporate citizenship and which support neither teaching and scholarship nor research, but could not be expected to be undertaken on a cost-recovery basis. University initiatives to help secondary school students would be one example. Specific university-sponsored initiatives reflecting good corporate citizenship should be funded through the block grant Core Funding Envelope regardless of their tie to teaching and research. Nevertheless, Council feels that Government and universities must make choices in the allocation of scarce resources, channelling these resources to high priority activities. Under current circumstances, Council considers that the most immediate priorities for public sector funding are for support of teaching and scholarship, and research.

Consequently, Council proposes that the Core Funding Envelope be allocated by two component formulae - one related to teaching and scholarship, and one related to an institution's research infrastructure, overheads of peer-adjudicated research, activity and output. The allocation of these two components would be based on measures of teaching and research activity. In making this recommendation, Council is sensitive to the interrelationships among these activities, reflecting the relationship between teaching and scholarship, and the need for all universities to have a research base.

A key public policy decision in the implementation of the proposed funding mechanism will be the relative size of the teaching and scholarship component and the research component. This will clearly require consultation with the system and Government. The

14. As noted in Table 3 of Council's discussion paper, Sustaining Quality in Changing Times, Funding Ontario Universities. Rice, Boyer and others propose a four-fold view of the nature of academic work: the scholarship of teaching, the scholarship of integration, the scholarship of practice and the scholarship of discovery. The scholarship of teaching, the scholarship of practice, and the scholarship of integration are of particular importance in informing the instructional process.

15. Defined as: **Community Service** - Talent and expertise (both paid and unpaid) made available to the external community through the provision of non-credit continuing education, contract research, consultative advice, adjudications, consultations, evaluations, service on commissions, advice to advocacy groups, arbitrations, and commissioned works of art. Community service also includes service to a discipline -- professional associations, committees of research and external review committees.

proposed study of teaching and scholarship and research costs outlined below will also inform this decision.¹⁶

Why two components?

During the Fall 1994 hearings, many representatives from the university community emphasized their belief in an intrinsic link between teaching and research which should not be jeopardized by the funding allocation system. Many were apprehensive that a functionally-based funding mechanism that treated teaching and research separately would lead to a tiering of the system into research and non-research institutions. Some expressed the fear that such an approach to funding would reduce Ontario's contribution to university research activities and would jeopardize the special role that universities in Ontario and in Canada play in the national research and development effort.¹⁷ Council is sensitive to the concerns expressed by institutions and has responded to them in the proposed Core Funding Envelope. It has done so by: including scholarship that supports teaching within the teaching/scholarship component; recommending the allocation of research-generated funding in a manner that ensures all universities are funded for their basic research infrastructure as well as reflecting research overheads, activity and output; and providing block grant funding to give institutions the flexibility to determine how they meet their missions.

Council has concluded the public interest can be better served by allocating funds to teaching and scholarship and to research by using separate component formulae. Using separate measures of teaching/scholarship and research activity will produce a more accurate picture of overall activity in the university system than is the case using only enrolment as the measure of activity. Funding teaching and scholarship separately from research will allow for a more precise costing of the two types of activities. Council intends that this should lead to a more equitable distribution of funds among the institutions. It will also provide better accountability for the use of teaching and scholarship and research funds by enhancing the transparency of the funding allocation, and make it easier for Government to determine if value for funds allocated is being received.

The two components will also promote a more efficient and effective allocation of funds by decoupling the funding of teaching and scholarship from research so that the two will not necessarily grow (or decline) in parallel. If the demand for funds for teaching and scholarship grows, separate measures of research activity will help protect the quality of research

16. A computer simulation model, which is available upon request, will allow the user to simulate possible distributive impacts of the proposed allocation with currently available data. This model suggests that on the basis of past activity an initial 70/30 split in grants between the teaching and scholarship component and the research component may be appropriate. The current funding allocation mechanism controls not only grant allocation, but also Formula (tuition) fees by allocating Basic Operating Income (BOI). In relation to this larger pot of funds (BOI) found under the current funding allocation mechanism, the division is more likely to be a 78/22 split.

It should be noted that since the modelling combines teaching and scholarship, these proportions are not directly comparable with the estimates of the costs and revenue sources of university missions outlined in the Task Force on Resource Allocation's background paper, An Analysis of the Costs of Teaching, Research and Community Service: An Estimation Model for the Ontario University System. The Task Force's work was based on the traditional division of teaching, research and community service which would categorize a portion of the scholarship to be included under the Teaching and Scholarship component formula as being under research.

17. According to recent OECD reports, Canadian universities account for more than 25 percent of the national Gross Domestic Expenditures on Research and Experimental Development (GERD). The reports show that Canadian universities contribute a greater part of the national GERD than universities in all other OECD countries except for Sweden and Australia.

activity and will help ensure the integrity of the basic research infrastructure of Ontario's universities. As outlined below, one sub-component of the research formula ensures that each institution has a basic research infrastructure reflective of the number of researchers at each university. All universities will generate funding from the research component. At the same time, other aspects of the research component will reflect university research activity and output rather than enrolment levels, bringing about an allocation more reflective of the costs of research than can be achieved through an enrolment-based formula alone.

A separate teaching and scholarship component in the allocation process will facilitate the implementation of policies concerning teaching and scholarship such as accessibility and an increased emphasis on teaching. The use of separate teaching/scholarship and research activity measures will provide a mechanism to make the funding of the balance between teaching/scholarship and research a matter of public policy, and also make the consequences of Government policies as they affect teaching/scholarship and research transparent. However, Council wishes to make it clear that the proposed allocation mechanism should in no way alter the interrelationship in universities among the activities, nor lead to "tiering" of institutions. Under a block grant regime, institutions have the internal resource allocation flexibility to develop their missions. Indeed, Council wishes to make it clear that it is not proposing that this funding mechanism lead to a tiered university system of designated teaching or research institutions. Institutions must decide what their missions are at the local level so as to be able to deliver high quality programs in all aspects of their activities. Tiering is not a necessary nor inevitable outcome of the funding mechanism, although greater differentiation could result from a deliberate Government policy decision or from decisions about mission made by one or several universities at the local level.

Council also notes that having two components for allocating the Core Funding Envelope will have implications for policy development in related areas. For example, it will allow a more accurate determination of the contribution that students' fees make to teaching and related scholarship costs, and could assist in the determination of appropriate fee levels as a share of those costs. It will also provide a better estimate of the federal and provincial contribution to research funding in Ontario, and will give a more complete picture of Ontario's contribution to the national research and development effort. Ontario's largest contribution to university research has been through its operating grants to universities. Under the current funding mechanism, about 96 percent of Ontario's total contribution to university operations is in the form of an untied block grant, 93 percent of which is allocated using measures of teaching activity.¹⁸ The Task Force on Resource Allocation estimated that in 1992-93 about \$889 million of the total Ontario block grant to universities went to support teaching, and more than \$849 million went to support research and scholarly activities.¹⁹ The magnitude of Ontario's contribution to both the teaching and research activities of its universities suggests to Council that the public interest would be better served by an allocation mechanism that is more sensitive to and more reflective of both types of activity.

18. The current funding allocation system does provide some funding on the basis of research activity through the Research Overheads/Infrastructure Envelope by allocating the grants in that envelope according to peer-adjudicated research activity of the three major Federal Government granting agencies: the Social Sciences and Humanities Research Council (SSHRC), the Natural Sciences and Engineering Research Council (NSERC), and Medical Research Council (MRC). However, with this envelope allocating only 1.5 percent of operating grants available, it is limited in its coverage of research costs.

19. For the complete analysis of how teaching, research and community service are currently funded, see: Task Force on Resource Allocation, An Analysis of the Costs of Teaching, Research and Community Service: An Estimation Model for the Ontario University System, August 1994.

Basis of the Teaching and Scholarship Component Formula

In the proposed funding allocation mechanism, Council envisions that the largest share of the Core Funding Envelope would be allocated through the Teaching and Scholarship component formula. The relatively large size of this component would reflect Government's and society's strong interest in ensuring that the needs of learners are being met and the link between teaching and scholarship is recognized. The level of funding allocated to each institution through the Teaching and Scholarship component would ultimately be determined through negotiations of institutional shares, as set by the quinquennial Activity Targets outlined below. These shares, however, will be related to the underlying enrolment-based activity measures and the associated formula.

The teaching and scholarship-related funding would be based on a formula which reflects an institution's relative level of activity in the areas of teaching and scholarship. It is anticipated that Full-Time Equivalent (FTE) enrolments by academic program would be the basic measure of instructional activity.²⁰ These would be weighted by the relative costs of teaching and scholarship in each program type. To reflect accurately the relative teaching/scholarship costs of academic programs, the current program weights would need to be revised. New enrolment weighting factors, which reflect the relative costs of teaching and scholarship in programs, would be developed and used to calculate a new funding unit - the Teaching/Scholarship Income Unit (TSIU). The TSIUs will be used in negotiating and setting quinquennial target levels of teaching and scholarship activity funding, and to track the relative levels over time as BIUs are used in the current funding mechanism. The quinquennial Activity Targets will reflect public policy and "societal need" concerns, institutional plans, previous activity levels, quality assessments and information related to university outcomes.

The formula underlying the teaching and scholarship allocation among institutions would be similar to the formula used in the current funding mechanism. It would be based on the Teaching/Scholarship Income Units (instead of BIUs) and it would allocate both grant and formula fee income as Basic Teaching/Scholarship Income or BTSI (instead of Basic Operating Income), using the methodology of the current formula. By automatically redistributing formula fees, the formula can take into account any future changes in the share of income from grants and formula fees.

Basis of the Research Component Formula

A smaller share of the Core Funding Envelope would be based on measures of research activity and the size of the research infrastructure of each institution. The factors in the proposed formula would measure three aspects of research activity: one related to the costs of an institution's basic research infrastructure; one related to the costs of unfunded overheads of peer-adjudicated sponsored research activity; and one related to an institution's level of research activity and outputs. Similar to the Teaching and Scholarship component, the level of funding allocated to each institution through the Research component would ultimately be determined through quinquennial negotiations of institutional shares, as set by the Activity Targets outlined below. These shares, however, are related to the underlying research infrastructure, overheads and activity/output measures and associated formulae.

These three measures would be combined into a composite Research Funding Index (RFI). The composite Research Funding Index will be used in negotiating and setting target

20. Current practices for counting Full-Time Equivalent enrolment would need to be reviewed to see if modifications are required either at the undergraduate or graduate levels, or to see if another measure of activity is more appropriate.

levels of research activity funding and in tracking the relative levels over time in a manner similar to the use of BIUs in the current funding mechanism. Unlike the TSIUs which relate directly to a measured unit of activity (FTE enrolment), the RFI is a measure of relative institutional shares of research activity. The Index could be calculated as a weighted sum of each of the three elements. The weights used in calculating the Index could be set as part of the proposed five-year review of Activity Targets. An institution's RFI would be used to determine its share of the research component of the Core Funding Envelope.

Basic Infrastructure Sub-Component

The Basic Infrastructure sub-component of the RFI will provide each institution with a basic level of research funding reflective of the number of researchers at each university. Notionally, these funds would be in support of the core research infrastructure of each university, insuring that each institution receives a base level of research funding. These funds would also, in part, reflect the convergence of teaching and research activity, supporting the training of new researchers, particularly graduate students, as an important aspect of the research activity of a university. It would also permit any institution wishing to adopt a teaching-intensive mission to do so while retaining a basic level of research funding.

The Basic Infrastructure sub-component of the formula would be based on the number of full-time faculty and graduate students enrolled in thesis programs in each institution. Given that graduate students would also be counted as TSIUs in the Teaching and Scholarship component, graduate thesis student numbers could be significantly discounted in this measure.

As with teaching and scholarship costs, the basic research infrastructure costs supported by this component of the formula could vary across disciplines. In that case, faculty and student numbers may need to be weighted according to the relative costs of research in disciplines and interdisciplinary fields, resulting in a Basic Research Unit (BRU) as the basic measurement factor.

The relationship between the BRU count of an institution and research activity and output could be quite limited. It is conceivable that an institution could increase the number of faculty to increase its BRU count without increasing research activity. Council wishes to ensure that each institution has a basic research infrastructure in place but does not want inadvertently to introduce an incentive to hire full-time faculty or increase graduate student numbers on the basis of financial advantage and unrelated to academic needs. Consequently, as described in more detail below, an institution's level of funded BRUs and share of the system's Basic Infrastructure research grants will be fixed at the beginning of the funding quinquennium. Changes in subsequent years will not be included in the Research Funding Index which tracks annual research activity levels. This component of the Research component will be insensitive to fluctuations in BRUs, providing a degree of stability in the Research Funding Index. Depending on the circumstances, the BRU Activity Target level set for a subsequent quinquennium would not necessarily reflect any changes in institutional faculty and graduate thesis students levels.

Overhead Sub-Component

The Overhead sub-component of the RFI is intended to support a portion of the overhead costs associated with peer-adjudicated sponsored research grants which do not have overheads attached to them. As such, it is similar in intention to the current Research Overheads/Infrastructure Funding Envelope which is allocated on the basis of each institution's share of peer-adjudicated research grants from the Natural Sciences and Engineering Research Council, the Medical Research Council, and Social Sciences and Humanities Research Council.

Council proposes that the Overhead sub-component of the RFI be measured in a similar manner to the current Research Overheads/Infrastructure Funding Envelope, according

to each institution's share of peer-adjudicated research from an appropriate range of granting agencies. When Council decided upon the three federal granting councils as a measure of peer-adjudicated research underlying the current Research Overheads/Infrastructure Funding Envelope's grant allocation, it undertook a study of all peer-adjudicated research funding to Ontario universities to determine a reasonable proxy for overhead costs. As outlined in Advisory Memorandum 87-XV, in relation to the pattern of peer-adjudicated research found for the years 1983-84, 1984-85 and 1985-86, federal granting councils' peer-adjudicated research was deemed to be an appropriate measure providing easily collectable and verifiable data.

While its initial inclination is to base the measurement of peer-adjudicated research overheads in the Overhead sub-component on the three federal granting councils - NSERC, MRC and SSHRC - Council wishes to verify that this measure is still appropriate. Consequently, Council proposes that a study similar to that outlined in Advisory Memorandum 87-XV be undertaken to ensure that an appropriate measure is used for this component of the Core Funding Envelope. The measure chosen will be a dollar amount of peer-adjudicated research grants received annually. It will be collected annually for inclusion in the Research Funding Index in order to track overhead needs against Activity Targets set for each funding quinquennium.

Research Activity/Output Sub-Component

The Research Activity/Output sub-component of the RFI is intended to reflect the relative level of research activity and the relative level of research output at each institution. It should reflect both the quality and the quantity of research produced. It should capture the breadth and variety of research activity and output across all disciplines and fields. The costs it is to support are mainly the time and associated salary and benefit costs of researchers actively engaged in high quality research.

In examining possible measures for the Research Activity/Output sub-component of the RFI, Council has looked for measures which reflect the quantity and the quality of research across all disciplines and fields, and the associated costs which would need to be covered. Unlike other aspects of the Core Funding Envelope, it is difficult to identify a simple measure which can reflect these objectives. Council has developed two possible approaches to setting the underlying measure for the Research Activity/Output sub-component of the Research Funding Index. Before developing them further, it would like to consult with the universities and Government to see which holds the most potential.

The first approach is referred to as the *assessment of productive research* approach. It provides a proxy for the number of academic staff engaged in high quality research or creative activity. Faculty research in each academic unit would be rated on the level and quality of research output. The most effective approach to this assessment would be to have a system-level mechanism or external review process where each academic unit would be evaluated against a set of criteria reflecting research quality, activity and output. On a periodic basis, each discipline would need to be reviewed, with each academic unit putting forward dossiers of productive researchers in that academic unit which it determines should be included in the evaluation. Each academic unit would be given a rating on a common scale which would be used to weight the number of productive researchers identified by the department. Such reviews would be carried out by peers and undertaken on a regular cycle, say five to seven years.

The evaluation of research output and quality would need to be as broad as possible, reflecting the variety of outputs possible in different disciplines and interdisciplinary fields. For example, in some disciplines and fields outputs would go beyond reviews of refereed articles or monographs published to include creative works, contract research or patents. It could also be informed by performance indicators of research activity and output for academic units. The success of such a system would rest on university cooperation in operating a review system. The

Ontario university system has the capability, as demonstrated through the Ontario Council on Graduate Studies (OCGS) graduate program appraisal process, to evaluate the quality of research activity and output. One possible mechanism could be to build on the OCGS appraisals approach and the information gathered to appraise graduate programs. This would have to evolve into a more specific mechanism for measuring levels of research-productive faculty.

The second approach Council has identified is referred to as the *sponsored research* approach. It uses the level of sponsored research funding as proxy of research activity and output. This approach assumes that an institution's ability to attract sponsored research funds reflects research performance and quality. The availability of funds for an area may also be interpreted as a measure of social or economic value of the research area. Under this approach, Council would use a definition of sponsored research which goes beyond peer-adjudicated research sources. For example, provision would be made for including contract research so long as those contracts are processed through the university and have appropriate overhead coverage.

However, under the sponsored research approach, what is eligible and what is not eligible for inclusion in the count will need to be clearly defined. An area where attention will have to be given is medical research to ensure that the funding included is related to university operations and not teaching hospital operations. Similarly, in the area of contract research, clearly identified criteria would be important to identify the types of contract research which should generate public funding. For example, should there be a clear policy related to the intellectual property rights? Should the research demonstrably contribute to the economic, social or cultural well-being of the Province?

Given that some disciplines and fields attract limited sponsored research funding while others attract significant funding for non-salary costs, some equalization among disciplines and interdisciplinary fields would be required to compensate for the inequities inherent in sponsored research funds. The level of available research funding reflects both the cost of doing research in different disciplines and fields, their research "cultures", and the historic value placed on the discipline's research. Sponsored research could be "equalized" among disciplines according to provincial average funding per faculty in each discipline or field. Nevertheless, this may still not adequately reflect research activity and output.

Both of the approaches explored by Council have their strengths and weaknesses. The *assessment of productive research* approach could be relatively resource-intensive in carrying out the evaluations and weightings. On the other hand, it would be seen to be credible and equitable across all disciplines and fields and would provide relatively stable activity levels from year to year. The *sponsored research* approach involves easier data collection, but could be seen as being less equitable across disciplines and potentially have volatile fluctuations in year-to-year levels. With both of these approaches, care would have to be given to not overlap with activity measures used for the Basic Infrastructure sub-component or the Overheads sub-component. Council recommends consultation on these issues with the university community and Government before finalizing the Research Activity/Output sub-component of the Research Funding Index.

Research Funding Index

As noted above, the three sub-components of the Research component formula are combined into the composite Research Funding Index that will be used to set the target levels of research activity and to track relative levels over time. The index for a sample institution i in a given year j would be calculated as follows:

$$RFI_{ij} = \left[w_b * \frac{Basic_{il}}{\sum_i Basic_{il}} + w_o * \frac{Overhead_{ij}}{\sum_i Overhead_{ij}} + w_a * \frac{Activity_{ij}}{\sum_i Activity_{ij}} \right] * 100$$

where:

- Basic = Basic Research Units (BRUs), as outlined above, and fixed for the funding quinquennium at the Activity Target level.
- Overhead = Peer-adjudicated research funding, as outlined above.
- Activity = Activity/Output measurement, as outlined above.
- W_b, W_o, W_a = System-level weights assigned to each component of the Index, which add up to 1.0, with: W_b being the weight assigned to the Basic Infrastructure Sub-Component; W_o the weight assigned to the Overheads Sub-Component; and W_a the weight assigned to the Research Activity/Output Sub-Component.

Each university generates a share of the university system activity for each component of the Research Funding Index. The institution's share of each sub-component is weighted by that sub-component's weighting factor. The resultant RFI value is the institution's percentage share of the system of the total Research component activity measure. As noted above, the level of funding allocated by the RFI is yet to be determined, but will be a central decision in allocating operating grants.

The weights assigned to each sub-component of the Index will have a critical impact on the level of the total index for a particular institution. A higher weighting for the Overhead sub-component and Activity/Output sub-component would tend to generate a higher index value for research-intensive institutions. A higher weighting for the Basic Infrastructure sub-component would tend to generate a higher index value for less research-intensive institutions. Some of the factors which will need to be considered in setting the weights assigned to each sub-component of the Index include: inter-institutional equity (how reflective it is of institutional activity and outputs), funding stability, institutional behaviour with respect to the relative emphasis placed on teaching and research, and Government policy priorities. Council is not prepared to recommend relative weights at this time. This should be a matter of consultation after the mechanisms are more fully developed and the impact is known. However, these weights will be set at the beginning of a funding quinquennium and remain constant for that period.

iii) Activity Targets

Council proposes that the share of funding allocated to each institution through the Core Funding Envelope be determined by negotiated Activity Targets. Institutions would negotiate Activity Targets with Government (or Council on its behalf). Activity Targets would be negotiated for each component of the allocation formula based on Teaching/Scholarship Income Units and the composite Research Funding Index. Activity Targets would be negotiated every five years through a system coordination and planning process, and would act as a cap on institutional shares of funding for the Funding Quinquennium. New targets would reflect or be informed by performance relative to past targets, Government policy priorities, discipline or sectoral "societal need" reviews for professional and quasi-professional programs, institutional

plans, quality reviews and other decision-support data related to institutional performance or outcomes.

For the Teaching and Scholarship component, the Activity Targets will allocate shares of Basic Teaching/Scholarship Income (BTSI) or the sum of Teaching and Scholarship grants plus Formula Fees. This is similar to Base BOI, Base Grants and Base Formula Fees in the current funding allocation system. These targets can relate to Teaching/Scholarship Income Unit levels or to specific programs, in response to public policy and "societal need".

With respect to the Research component, the Activity Targets will allocate shares of Research grants. The targets will apply to the total Research Funding Index. Within a quinquennium, institutions can vary the proportion of Research Overhead and Research Activity/Output levels from that underlying the Activity Target. Changes related to the Basic Infrastructure component will not be taken into account.

Council believes that a number of funding objectives can be achieved through the use of Activity Targets. Access in terms of program areas, regions and level of study can be promoted through upward shifts in Teaching and Scholarship Activity Targets. Unlike the current corridor system, the mechanism Council is proposing permits growth to be funded through the redistribution of existing funds without requiring new funds. Nonetheless, while Council believes that some measure of accessibility can be promoted within existing resources, it also believes that at some point it will have a negative impact on quality. There is not an unlimited potential for growth without new funds. Ultimately, the proposed funding approach, however, can help determine the level at which the system should be funded if the 'agreed to goals' are to be achieved.

Rationalization and contraction would also be facilitated through this process, by identifying activity caps for specific disciplines, fields or programs, thereby making some activities or levels of activity ineligible for funding. This allows for system coordination and planning which is more responsive to "societal need", and addresses gaps and overlaps in university service either on a regional or provincial basis. Council has concluded, however, that for effective coordination and planning of rationalization and cooperation initiatives, there must be a mechanism which more effectively identifies "societal need" than is currently the case. As outlined below, it proposes a system of discipline/sectoral reviews of "societal need" for professional and quasi-professional programs to help inform Activity Target decisions.

By being in place for five years, the Activity Targets will facilitate short-term funding stability and predictability. At the same time, because they are negotiated on a regular cycle, the system is more dynamic and responsive to provincial, regional and local needs than the current system. The choice of a five-year period is a compromise reflecting the lead time for implementing programmatic change in universities and Government's desire for responsiveness to changing circumstances.

Activity Targets will also be important in protecting and promoting both teaching/scholarship and research, as competing demands on universities increase. For example, Council is concerned that if research funding were provided on a fully competitive basis, universities would tend to put resources into securing it to the detriment of other activities. Activity Targets may well work as a limit on this type of costly competition, helping to protect resources available to support teaching and scholarship. Increased activity will not automatically result in a higher share of Research component funding. Council anticipates that appropriate performance indicator data on the resources available to support teaching and scholarship, in part through quality audits, as well as for research, will be part of the information requirements for setting subsequent Activity Target levels. If teaching and scholarship appear to suffer, Research Support Activity Targets could then be moderated or, if the trend were system-wide, the funds available reduced.

Quinquennial Activity Target Determination

Council envisions a process to determine Activity Targets somewhat similar to that undertaken in the 1989-90 Corridor Negotiations process, where system Activity Targets are set in areas where growth or contraction is seen as being important. Council would require, however, that the time frame for the institutional planning aspect of the process be longer than that available in 1989-90, making it more transparent and accessible to stakeholders. Institutions would be expected to develop and submit comprehensive plans related to enrolment Activity Targets and research Activity Targets. Government or Council would adjudicate competing institutional claims. Activity Targets would be set for both the Teaching and Scholarship component and the Research component at the same time. This would allow institutions to develop comprehensive academic plans encompassing each area of activity and allow for the assessment of the combined impact of Activity Target levels.

While it will be important to consult institutions and Government about the details of the determination process before finalizing the procedure to be used, it should involve a number of factors. The overall activity requirements for the system would be determined by public policy concerns, the results of the discipline/sector "societal need" reviews for professional and quasi-professional programs, and other considerations. Institutional plans, institutional performance in relation to previous Activity Targets, results from quality reviews, enhanced decision-support data, and so on, would play a role in determining an institution's new Activity Targets. It is conceivable that the scope of the target reviews and degree of change could be focussed by Government and institutional concerns rather than be wide ranging.

With this formula system, if needed, Government has the ability to fund long-term expansion and contractions in areas of public policy priority in terms of regional or institutional needs; program, disciplinary or level of study needs; or output needs of teaching/scholarship and research.

iv) Short-Term Funding Stability

The proposed funding allocation system does not afford long-term stability in institutions' shares of operating grants. These will change quinquennially, thereby preventing the build-up of historic inequities. There are, however, two ways in which the proposed Core Funding Envelope would buffer institutions' funding from year-to-year fluctuations in activity: three-year moving-average activity measures and Activity Target cushions.

Three-Year Moving-Average

Changes in activity levels from the negotiated Activity Targets will be tracked according to a slip-year, three-year moving-average of measured activity. In the case of the Teaching and Scholarship component, a three-year average of weighted enrolment or TSIUs will measure activity in relationship to the Activity Target levels. In the case of the Research component, a slip-year, three-year moving-average of the composite index of research activity (RFI) will measure activity relative to Activity Target levels. Within the Research Funding Index, only two of the sub-components would have their activity measures tracked by the moving-average, the Overheads sub-component and the Activity/Output sub-component. The Basic Infrastructure sub-component would be fixed for the funding quinquennium.

The proposed three-year moving-average will be more sensitive to activity change than the five-year moving-average of BIUs in the current funding mechanism.

Activity Target Cushion

To dampen further the effects of short-term fluctuations in activity levels, an Activity Target Cushion will be set below Activity Target levels. Activity Targets for both component formulae have a -3% cushion below the Activity Target level. Operating much like the bottom

half of the funding corridors found in the current formula, within this cushion activity change is discounted 100 percent.

The Activity Target Cushions affect funding levels in two ways. First, in the situation where an institution begins the funding quinquennium at or above negotiated Activity Target levels and activity levels measured by a slip-year, three-year moving-average remain above the institution's Activity Target Cushion, the institution is eligible to be funded according to its Activity Target share. For the Teaching and Scholarship component, this means that as long as the moving-average TSIUs are above the cushion floor, an institution's Teaching and Scholarship grants, Formula Fees and BTSI are decoupled from current levels of TSIUs and Formula Fees. Similarly, if the moving-average of the RFI remains above its cushion floor, then an institution's Research grants would be decoupled from the RFI.

If, however, an institution subsequently falls below the floor of the Activity Target Cushion, it will lose funding proportionate to the gap between the floor and the moving-average level. Like the corridor system it replaces, this mechanism allows for a smooth transition in funding from within the Activity Target Cushion to funding below the floor.

A second possibility is an institution which begins the funding quinquennium below a newly negotiated Activity Target to which it is planning to grow. In this situation the institution is not afforded the buffering of the Activity Target Cushion and is eligible for funding according to its moving-average of TSIUs and Formula Fees for the Teaching and Scholarship component or of its RFI for the Research component. Once an institution's moving-average of its activity reaches the Activity Target level it will be funded at its target level and be afforded the buffering of the Activity Target Cushion.

The short-term stability provided by moving-averages and Activity Target Cushions associated with Activity Targets combine to provide institutions with a predictable funding environment over the funding cycle even though actual activity levels may fluctuate from year to year. The combined effect of these three aspects of the funding mechanism are illustrated in Figure 4.

Figure 4 shows the relative activity levels in the current year of the funding cycle for a hypothetical institution, as well as the slip-year, three-year moving-average of those levels and the resulting funding levels that the institution would receive. The institution's current activity level and its three-year moving-average are assumed to be at the institution's target level for the funding cycle. The figure demonstrates the buffering of activity introduced by the three-year moving-average and the Activity Target Cushion.

Treatment of Fees

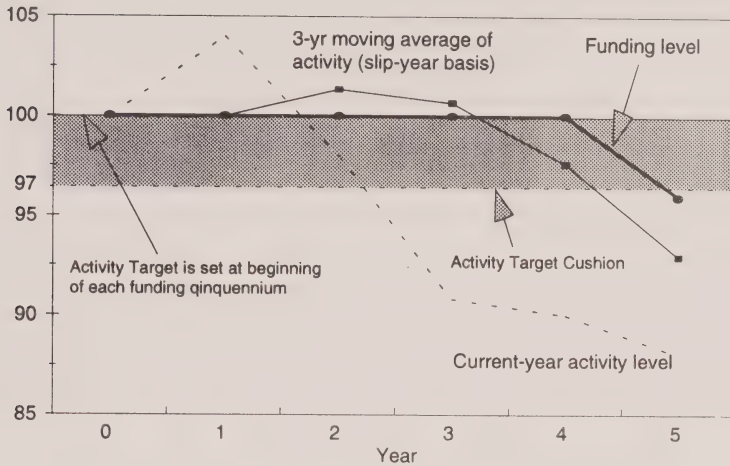
As noted, Formula Fees are included in the calculation of the grants allocated under the Teaching and Scholarship component formula. In the case where an institution is at or above its Activity Target Cushion floor, the Formula Fee level included in the calculation of Basic Teaching/Scholarship Income is that associated with the Activity Target level -- Activity Target Fees. Consequently, Formula Fee income associated with TSIUs above the Activity Target is not part of the BTSI calculation and is retained by the university. In the situation where an institution's TSIUs are below the Activity Target Cushion floor, the Formula Fees used in the calculation of BTSI are the level of moving-average fees plus 3% of Activity Target Fees, thereby mirroring the level of TSIUs funded.

Final Grant Calculation

In a situation where all institutions' moving-averages for a particular component formula are above the floor of their Activity Target Cushions, then the final grant allocation would simply be based on the Activity Target share of BTSI (Activity Target BTSI - Formula

Fees) in the case of Teaching and Scholarship component, and on the Activity Target share of the RFI in the case of Research component.

Figure 4: Effect of Activity Targets and Short-Term Stability Mechanisms on Funding Levels



Note: This chart shows the relative impact on an institution's funding levels arising from relative changes in its activity level. The figures were chosen for illustrative purposes only.

As indicated above, in the situation where one or more institutions' moving-average of activity falls below the floor of their Activity Target Cushions, these institutions' eligible share of funding is less than their Activity Target level, and all grants are not allocated. Some grants are left over which must be redistributed to all institutions. Following the procedure found under the current formula, the residual grants are allocated to institutions in proportion to the initial eligible grant levels: i) Activity Target grants for institutions whose moving-average is within or above their Activity Target Cushion; ii) Activity Target grants reduced by the gap between the floor of the cushion and the moving-average for institutions whose moving-average is below the floor of their Activity Target Cushion; and iii) Moving-Average grants for institutions moving to a higher negotiated Activity Target and not yet afforded an Activity Target Cushion.

v) Costing

One of the critical objectives of the proposed new funding allocation mechanism is that it should provide a more equitable allocation of operating grants among institutions, reflective of the relative costs of the activities in which each institution is engaged. This will help institutions improve productivity and control costs. With the move to new measures and units of activity, which split the costs of teaching/scholarship and research, it is important to understand the relative costs of these activities to ensure that the allocation is equitable. Before this funding allocation mechanism can be implemented, a cost study must be undertaken to determine appropriate allocations between component formulae and among sub-components,

the appropriate standardized weights to be applied to each unit of measure to capture the relative costs of programs, methods of delivery, level of study, or type of research activity. The proposed costing study is discussed in more detail in section 4.6.

Council recommends that costing studies be undertaken periodically, and not just on a one-time-only basis to set the parameters of the new funding allocation system. The initial study should look at the relative costs of parameters critical to the implementation of the new funding mechanism. Council recognizes that in the beginning it may be necessary to use rough measures of cost. However, subsequent costing exercises should be undertaken to refine various aspects of the funding system and the results should be widely available to institutions and the system as whole. They would assist Government to better understand the real needs of the system and the proportion of costs that students should bear. They will also assist members of governing bodies, academic decision-makers and managers at the local level to make more informed decisions. Regular reviews of costs will integrate the effects of new technologies and improved productivity.

vi) Accountability Provisions

There are three levels of accountability associated with the proposed funding allocation system. First, in the process of negotiating Activity Target levels, particular activity levels will be specified for priority areas such as enrolment levels in particular disciplines and fields. Second, if an institution falls below the floor of an Activity Target, the funding for that institution will be reduced proportionately. Third, there will be specific funding eligibility criteria or terms and conditions for the grants allocated through the Core Funding Envelope. These terms and conditions are considered in more detail in section 5.1.

Accordingly, Council recommends to the Minister:

OCUA 95-26

CORE FUNDING ENVELOPE

THAT the Core Funding Envelope methodology for allocating university operating grants, as outlined in this advisory memorandum, be adopted.

OCUA 95-27

IMPLEMENTATION OF CORE FUNDING ENVELOPE

THAT the further work required for implementing the Core Funding Envelope be undertaken and, upon its completion, the current Formula or Basic Grants Envelope, Transition to New Corridors Envelope and Research Overheads/Infrastructure Funding Envelope be replaced by the Core Funding Envelope.

4.4 Related Funding Envelopes

In the proposed core funding allocation mechanism, Council has amalgamated three funding envelopes (the Formula or Basic Grants Envelope, the Transition to New Corridors Envelope and the Research Overheads/Infrastructure Envelope) into one. While the core funding allocation system responds to most of the funding objectives outlined above, the method of allocation underlying the core funding envelope is not capable of addressing all of the central objectives for the funding allocation system. Specific funding arrangements are required to address the funding objectives related to access and equity, the introduction of new technologies,

and institutional adaptability and cooperation. Council proposes these needs be addressed through two additional funding envelopes - an **Educational Opportunity Envelope** and a **Negotiated Initiatives Envelope**.

Educational Opportunity Envelope

It is vital for universities and Government to ensure that Ontarians from all groups in society have the opportunity to participate successfully in university education. To bring this about, it is important to identify and to provide funding for effective strategies and initiatives which lessen barriers to university entry and increase retention for individuals from underrepresented or educationally-disadvantaged groups. Currently there are a number of funding initiatives aimed at enhancing educational equity and access, including: the Aboriginal Education and Training Strategy; Bilingualism grants and French as a Minority Language grants; Enhanced Accessibility for Students with Disabilities grants (currently under review); distance education and off-campus grants for the North; and anti-racism, anti-harassment and anti-discrimination grants. In 1994-95, these types of grants totalled about \$48 million, or 2.6 percent of total operating funds. A lot is being done through Special Purpose grants and non-formula grants.

Council has found, however, that there are additional needs in this area and proposes that, in addition to the funds already earmarked for educational equity and access, an Educational Opportunity Envelope equal to at least 1 percent (currently \$18 million) of university system operating grants be set up in support of transition, bridging or integrative activities to enhance opportunities available to individuals from underrepresented or educationally-disadvantaged groups to participate successfully in university education.

Activities eligible for support in providing bridging, transitional or integrative initiatives would include the planning and implementation of recruiting schemes, special entry and admissions schemes, special preparatory and transitional-type programs, special support services to enable student success, related staff training and development activities, and diffusion of inter-institutional information about best practices.

Council proposes that funds should be allocated on a competitive project review basis and not on the basis of formulaic entitlement. Projects would be considered "pilot" projects and would be eligible for support for a period of up to six years. An annual progress report would be required for each project, which would document activities, outputs and expenditures to date. A major accountability report would be required upon completion of the project or after a period of six years - whichever occurs first. Projects would be evaluated for effectiveness against goals negotiated at the outset. Subsequently, a decision concerning eligibility for ongoing base funding support would be made. It is important that the allocation of these funds be carried out in a coordinated manner to ensure an effective evaluation of equity needs and the objectives of each project and their fit across the province.

Institutions with existing unfunded transition and bridging programs would be eligible to apply for funding from this envelope and would be assessed after an initial pilot phase for ongoing base funding support. The sole funded transition program in Ontario, located at the University of Toronto, would continue to receive funding at its current level. If the University of Toronto wished to receive incremental funding beyond current levels for its Transition Year Program or undertake new initiatives, it would need to apply for incremental funding and would be subject to assessment for effectiveness in the same manner as other projects after a six-year period.

Accordingly, Council *recommends to the Minister:*

OCUA 95-28

EDUCATIONAL OPPORTUNITY ENVELOPE

THAT a new Educational Opportunity Envelope be established in accordance with the specifications outlined in this advisory memorandum, and that initially at least 1 percent of total university system operating grants be allocated annually for distribution through this envelope.

Negotiated Initiatives Envelope

In the uncertain environment faced by universities for the foreseeable future, it will be important for institutions to be able to adapt rapidly and to adjust to changing circumstances and demands. Like all organizations in society, universities will need to reshape and restructure the way they operate to fulfil their missions effectively. As shown in the 1994 Fall hearings, universities are restructuring and adapting the way they provide services to better meet the needs of Ontarians. However, many of the initiatives which need to be undertaken to enable universities to respond to future needs effectively and efficiently will require extraordinary one-time-only expenditures in order to bring about the needed changes. While universities are currently financing these costs in a variety of ways, it is clear that some desirable initiatives are not undertaken because these transitional one-time-only expenditures cannot be easily financed. Council proposes that a special funding envelope, the Negotiated Initiatives Envelope, be set up to help overcome this problem and to help facilitate major restructuring initiatives in the university system.

The purpose of the Negotiated Initiatives Envelope is to encourage large scale projects which individual universities or the university system could not normally undertake, which have significant one-time costs and which would result in substantial cost-savings and/or decreased unit costs over the long term. Council proposes that up to 3 percent (currently \$55 million dollars) of university system operating grants be available within this envelope to:

- Encourage major and significant academic rationalization/consolidation of activities within, between and among universities, which will result in significant improvements in cost-efficiency and effectiveness while maintaining quality.
- Encourage significant restructuring and rationalization on a system-wide, regional or consortium basis involving resource and facility sharing, co-operation and collaboration to increase cost-efficiency and effectiveness.
- Enhance access and the quality and effectiveness of instruction by introducing significant changes to teaching practices or innovative modes of delivery, including technological change, through system-level or multiple-institution initiatives which bring about system-level cost-savings and respond to system-level priorities.

Activities which could be eligible for support under this envelope include: academic closures, mergers or restructuring of significant magnitude undertaken at the level of department, faculty or school; system-level or consortium (a minimum of three institutions) initiatives related to major innovations in the mode of instruction such as technically-mediated instructional methods as well as initiatives such as joint software development programs and joint purchasing consortia which result in broadly based cost-savings and greater efficiency and effectiveness. Proposals would need to be consistent with the institutional mission. Activities which could reasonably be considered part of normal institutional change will not be eligible for

support. The envelope would, for example, support only the cost of targeted expenditures and not across-the-board buy-outs or retirement programs.

Council wishes to facilitate the development of partnerships and to ensure that the perspective and interest of the system are taken into account. Proposals for projects, therefore, may be initiated by a single institution, multiple institutions, the Council of Ontario Universities (COU), by students, staff or faculty or their organizations, such as the Canadian Federation of Students (CFS), the Ontario Undergraduate Student Alliance (OUSA), the Ontario Confederation of University Faculty Associations (OCUFA), the Confederation of University Staff Associations (COUSA), the Canadian Union of Public Employees (CUPE), or by Government ministries or agencies. Since one or more institutions would ultimately be responsible for implementing the initiatives accepted by Government, in all cases funding should be flowed through an institution funded through the operating grants formula.

Projects would need to be approved by Government (or Council on its behalf) in a process that would include consultation with the institutions affected. Approved projects would be eligible for up to two years of support for planning and development activities, and up to three years of support for project implementation. An institutional/system financial commitment would be required for each project, totalling a minimum of 25 percent of total project costs. Government would fund up to 75 percent of total eligible costs, up to a maximum amount which would be determined through negotiation with Government or Council.

With the exception of projects related to academic rationalization, feasibility studies may be required in most cases to verify the potential for long-term cost-savings. A limited amount of funds would be available for this. Annual accountability reports would be required detailing expenditures and activities related to each project.

Council will further develop details of this envelope in consultation with Government and system stakeholders.

Accordingly, Council *recommends to the Minister:*

OCUA 95-29

NEGOTIATED INITIATIVES ENVELOPE

THAT a Negotiated Initiatives Envelope be established in accordance with the specifications outlined in this advisory memorandum, and that initially up to 3 percent of total university system operating grants be allocated annually for distribution through this envelope, with any unused portion of this amount to be allocated through the Core Funding Envelope.

Together these two envelopes will enable Government to address a number of central objectives of Council's review. The Educational Opportunity Envelope enables Government to realize the objectives of supporting and enhancing access for underrepresented and educationally-disadvantaged individuals in society. By funding a Negotiated Initiatives Envelope which facilitates institutional and system-level efforts to undertake significant restructuring and rationalization along academic and administrative lines, Government encourages sharing and co-operation among universities where efficiency and effectiveness can be enhanced and quality maintained. It will also enable Government to direct support toward system-level or multiple-institution initiatives involving significant enhancements to current teaching practices and innovative modes of delivery which promise to increase teaching activity levels without ongoing additional funding while maintaining quality.

4.5 Tuition Fees

Government currently uses Formula Fees to restrict the level of tuition fees charged by universities for most degree programs.²¹ For domestic students in degree programs, the range of formula fee rates for two terms of full-time study is from \$2,169 to \$2,759, with universities being able to set tuition fees up to 113 percent of this level. Government fee rate policy attempts to ensure that universities do not charge unduly high fees, which could impede access to university programs, and to provide some consumer protection. In general agreement with this policy, Council nonetheless suggests that there is a set of programs where more flexibility in funding support could be introduced without impinging on accessibility to universities. With the prospect of shrinking public sector resources, increased private resources in particular program areas could free up public sector resources for use in other areas within universities to help protect quality and access.

Council recommends that the initial group of programs afforded greater fee flexibility should be professional and quasi-professional programs beyond the level of study required to practice or be employed in the "profession" (post degree of practice).²² The individuals in these programs have already earned the credentials which enable them to practice. It can be argued that more of the cost of enhancing or upgrading these "professional" skills should be borne by the student rather than through significant subsidization by taxpayers.

Greater fee flexibility could be introduced for the financing of these programs in two ways: i) institutions could develop cost-recovery programs; or ii) there could be a negotiated adjustment to public/private share of support for selected post degree of practice professional and quasi-professional programs. In addition to these provisions, institutions could recover extraordinary costs from the student or a third party for special program provisions not usually provided as part of the program. This latter provision would not necessarily be restricted to post degree of practice professional and quasi-professional programs. Each arrangement would have distinct requirements, ensuring that appropriate safeguards are in place for the interests of students, institutions, third-party participants and Government.

Cost-Recovery Programs

Council recommends that universities with professional or quasi-professional programs which can be considered post degree of practice programs should be afforded the flexibility to approach Government (or Council on its behalf) to operate the program on a cost-recovery basis. Before implementing a cost-recovery program, a university should be required to register its intention to offer such programs with Government (or Council on its behalf), and be able to demonstrate that on an ongoing basis the following criteria are met:

- That the program is in the public interest.

21. Under the current operating grants formula, the sum of formula-based grants and Formula Fees associated with enrolments at or below an institution's corridor mid-point (referred to as Basic Operating Income or BOI) is allocated among institutions. An institution's formula-based operating grants are the residual of the level of BOI allocated to it minus Funding Formula Fees. Under the proposed new funding formula, institutional operating grants generated by instructional activity would equal the residual of Basic Teaching/Scholarship Income minus Formula Fees. Formula Fees would continue to be part of the funding formula in the same manner as the current formula.

22. For example, flexibility in funding support could be introduced in the following programs: Accounting (MAcct), Architecture (MArch), Commerce/Management (MBA, PhD), Dentistry (MSc, PhD), Education (MEd, EdD, PhD), Engineering (MEng, PhD), Law (LLM, LL.D, DJur, SJD), Medicine (PhD), Nursing (MN, MScN, PhD).

- That the program is a fully developed program of study meeting all required senate and board or governing council approvals and OCGS requirements.
- That, in its entirety, the program is clearly unique and separate from any program receiving Government support, including demonstration that students enrolled in the cost-recovery program are not enrolled in the same course sections as students in any publicly-funded program.
- That the university demonstrate there is no cross-subsidization of the cost-recovery program with Government support for either the direct or indirect costs of the program through its operations or use of Government financed assets, such as buildings and equipment. Institutions must be able to demonstrate not only the direct costs of operating the program including faculty and staff salaries, but also that appropriate overheads are charged to the program for university infrastructure, including the space and academic support services. The full costs of the program are borne by private sector support.
- That it can be demonstrated that movement to a cost-recovery program will not result in an onerous burden on students or unduly impede accessibility.
- That the program continues to meet these criteria in its ongoing operation.

It should be clear that, in adopting such a policy, Government would be providing universities greater revenue flexibility. With no public funding involved, such programs would not have to go through Council's program funding approval process, enrolments would not be eligible for formula grants counting or included as part of an institution's Activity Target, and there would be no limit (except the market) on the level of fees which could be charged. Enrolments in these programs would continue to be reported to the Ministry, but as "ineligible" enrolments. It would be the decision of the university to adopt such a strategy and the responsibility of the governing body of the university to accept the obligations associated with offering such a program. If a program does not operate successfully on a cost-recovery basis, the university must accept any financial liability resulting from any long-term commitments it has undertaken to offer the program. Deregulation implies competition and institutional responsibility, including any required bursary provisions.²³

Changes in the Proportion of Public/Private Support

The second possible type of more flexible funding arrangements is an increase in the proportion of income generated by tuition fees for a program.

Council recommends that for professional or quasi-professional programs which can reasonably be considered to be post degree of practice programs there should be the flexibility for institutions with programs in the area to negotiate collectively with Government (or Council on its behalf) a change in the mix of public and private support. The institutions involved in a program area could approach Government through Council and request that an increase to eligible tuition fee rates be permitted. They would need to:

- Identify the level of fee rates requested for the program, the number of programs involved, the number of students involved, and the income anticipated to be generated by the increased fees for each of the institutions.

23. Council's advice does not pertain to degree programs offered by out-of-province institutions in Ontario. Council's recommendations on the treatment of these programs can be found in Advisory Memorandum 87-VI, "A Review of the Policy Statement which Guides the Evaluation of Applications for Ministerial Consent Pursuant to the Degree Act, 1983", *Fourteenth Annual Report, 1987-88*, pp. 73-83.

- Indicate what proportion of the fee rate increase is being requested as a Formula Fee rate increase, and what proportion is being requested as a Discretionary tuition fee rate increase (the current level of Discretionary tuition fees is 13 percent of the Formula Fee rate).²⁴
- Demonstrate effectively why fee rates should be increased for this program to the level recommended, addressing issues such as whether students involved in the program would require additional financial support either through bursaries or through the Ontario Student Assistance Program, and the anticipated loan costs to Government for students requiring financial assistance.
- Indicate if the proposal presents a strong rationale for any proportion of the fee increase being attributed to Discretionary tuition fees.

The maximum fee level which could be negotiated should be the total of grants plus fees per FTE student for that program generated under the Teaching and Scholarship formula.

The programs involved would remain grant eligible programs. That is, enrolments in the program would continue to be eligible for counting in the Teaching and Scholarship formula and as part of the Activity Targets. This would not imply additional operating grants being made available. New programs in this category would require Council funding approval. New and existing graduate programs would have to undergo OCGS appraisals.

Another possible change in the public/private mix of resources is third-party support for programs. This would provide the opportunity for organizations, such as professions or industries to support the costs of a program jointly with Government and the students. Third-party organizations may wish to do this in order to facilitate the offering of a program in a time of severe constraints on public sector resources. Council would encourage such partnerships and would expect the same type of conditions in negotiating the appropriate share of public/private support as outlined above for two-party support, including the requirement for new programs to receive Council funding approval and new and existing graduate programs to undergo OCGS appraisal.

Extraordinary Cost Programs

An area where revenue flexibility could enhance institutions' capacities to respond to "societal need" is that of special courses or programs with extraordinary costs. This could be in any discipline area or level of study, not just post degree of practice programs. For example, courses and programs offered off-campus for students employed in the private or public sectors at the site of an employer to accommodate the students' needs can have extraordinary costs associated with making these special accommodations beyond the normal provision of the program. Council believes that, in circumstances where universities are making special provision for employers or students, the institution should be able to recover the extraordinary costs of providing the special services.

Council does not intend that such a provision be applied to general distance education or innovative programs available to all qualified applicants, but to those circumstances where entry to the extraordinary program is restricted. Universities must be able to demonstrate the incremental costs of offering such programs. They should either be allowed to enter into a contract with the employer or other third-party for coverage of these costs, or apply a

24. An increase in Formula Fees rates would lead to an increase in total system operating income as the Formula Fees are redistributed across the university system through either the current Formula Grants Envelope and Transition to New Corridors Envelope or the proposed Core Funding Envelope. An increase in Discretionary tuition fees would be retained by the institution with the enrolments for which they are charged.

supplemental fee to each of the participating students. Institutions must be able to identify clearly the extraordinary costs of the program.

Accordingly, Council *recommends to the Minister:*

OCUA 95-30

*POST DEGREE OF PRACTICE PROFESSIONAL AND QUASI-
PROFESSIONAL PROGRAM FEE FLEXIBILITY AND EXTRA-
ORDINARY COST PROGRAM INCREMENTAL COST RECOVERY*

THAT universities be afforded greater flexibility in setting fees for post degree of practice professional and quasi-professional programs, and for recovering incremental costs for extraordinary cost programs, as outlined in this advisory memorandum.

4.6 Information Needs

A major problem encountered by Council while conducting background research for the Resource Allocation Reference was the lack of comprehensive and objective information about the university system in Ontario. While there is detailed information available in some areas, little system data exist. When information is available, it is often incomplete, fragmented and not comparable across institutions. The lack of consistent, high quality information about Ontario's university system has been a long standing problem. For example, the poor quality of available information resources caused major complications in the 1989-90 Corridor Negotiations undertaken by Council and has, in general, made it difficult to conduct in-depth policy research into university-related issues.

Many of the initiatives being proposed by Council in this advice will require significantly better information than is currently available. For example, the allocation of the Research component of the Core Funding Envelope will require the routine collection of information on research activities. The setting of Activity Targets in a five-year cycle will require information on teaching and research, and such things as "societal demand" for university programs. The proposed Teaching and Scholarship and Research components of the Core Funding Envelope will require costing information.

Three specific information enhancements are recommended: implementation of discipline/sectoral "societal need" reviews for professional and quasi-professional disciplines; undertaking a cost-study as part of the development of the Core Funding Envelope; and implementation of data collection as required by the central funding and policy mechanisms outlined in this advice.

Discipline or Sectoral Reviews

In the reference on Resource Allocation, the Minister asked Council to explore the possibilities of professional program rationalization. An analysis of professional program discipline areas was undertaken by the Task Force on Resource Allocation, the Ad hoc Committee on Resource Allocation and Council in order to evaluate the potential for cost-savings that might accrue from professional program rationalization without reducing total system enrolment in the discipline examined. Council explored whether there could be significant cost-savings from merging programs of sub-optimal size without reducing total system enrolment in that discipline. National enrolment data in 19 discipline areas were examined to determine whether or not sub-optimally sized programs exist in Ontario which could be merged and costs reduced. The analysis revealed limited opportunity for achieving

cost-savings through mergers or closures of sub-optimally sized programs in Ontario without reducing the number of students enrolled in the discipline area.

From this exercise it became apparent that if significant cost-savings are to be realized through program rationalization, it would be from reducing total system enrolment in a discipline area. Consequently, Council concluded that the critical issue in determining where professional program rationalization is appropriate is the "societal need" for graduates.

Both Council and the Academic Advisory Committee have had significant experience in assessing "societal need" for new programs. Council sees the evaluation of "societal need" as being important, not only for assessing the need for program rationalization, but also for informing other decision-making processes at both the institutional and system levels. Under the proposed Core Funding Envelope provisions, a source of ongoing information on "societal need" will be needed to set Activity Targets every five years to help assess regional and provincial needs for graduates. When targets are set, it will be important that increases and reductions in activity reflect, as best as possible, "societal needs". For example, it would be important to know about the labour market success of graduates, employer satisfaction with graduates, and whether or not a reduction in graduates of a particular professional program area could be accommodated without having a deleterious effect on the labour market, society and accessibility, especially for underrepresented groups.

Similarly, "societal need" reviews would enable the assessment of the ongoing "societal need" of existing academic programs and their continued funding eligibility. System-level information related to the "societal need" for graduates by discipline would also be useful for institutions contemplating new program developments and for Council in its review of the funding eligibility of new academic programs.

Consequently, Council recommends that an on-going system of "societal need" reviews be carried out in professional and quasi-professional program areas across the province to aid in the assessment of the "societal need" for existing and new academic programs. These assessments would try to identify gross distortions in relation to "societal need" for graduates. They would be implemented for existing programs through the quinquennial Activity Target reviews and the Negotiated Initiatives Envelope and for new programs through the program review process. Council proposes that these reviews encompass two levels of evaluation: i) an initial periodic macro-level review of the "societal need" for graduates in broad professional or quasi-professional discipline areas or sectors; and, ii) in areas identified in the first level of evaluation as possibly having an imbalance between graduates and "societal needs", a subsequent more detailed review of specific disciplines and institutional programs to determine if and where program changes might be needed.

Council's initial assessment of professional and quasi-professional disciplines suggests that there would be between 35 to 40 discipline areas to be reviewed as part of the initial periodic macro-level broad assessments. Council recommends that such reviews be carried out over a five-year cycle, with about seven to eight reviews annually. With these macro-level reviews, no submissions from individual universities would be required. Assessments would generally look outside the university system at the provincial and regional need for trained graduates in broad discipline sectors. Such assessments would not evaluate the specific need for a particular institution's professional or quasi-professional program. Rather, these assessments would indicate generally whether expansion or contraction in terms of graduates is likely to be necessary. Information gathered from the broad assessments could then be used in the review of new academic programs as well as to indicate discipline areas which warrant further study.

The second level of review would be an exceptional process, triggered only if a large imbalance between graduates and "societal need" is discovered for a particular discipline sector under the macro-level evaluation process. This second level of review is intended to help inform judgments as to the need for program rationalization or program expansion. The evaluation

undertaken would be more comprehensive and intensive than in the macro-level periodic reviews. The reviews would be targeted at a more disaggregated level of professional and quasi-professional disciplines and extend to evaluating particular institutional programs. Such a review would also need to look at provincial, regional and local needs, the distribution and size of existing programs, relative cost/efficiency of existing programs and the academic quality of the programs involved. Recommendations developed would include reference to specific reductions or expansions in funded TSIU levels, programs targeted for change and the timing of implementation. It is anticipated that only a few discipline areas would be identified in the macro-level stage of analysis as requiring secondary review. In addition to those disciplines identified under the first stage of review, Government or institutions could identify particular program areas where a detailed societal review is required.

Both the broad and more detailed assessments would need to be coordinated at the system level. As indicated above, seven or eight broad sectoral assessments would need to be carried out annually by a system-level committee. Council would anticipate that at most one or two detailed discipline or field reviews would be conducted each year. The latter would have to be conducted by expert panels including practitioners, academics and other individuals knowledgeable in the program area being reviewed.

Recommendations from panels would be fed into the five-year negotiations of Activity Targets. The discipline or sectoral reviews would indicate the need for expansion or contraction in specific program areas at a system level. The activity negotiations would focus on implementation of the panels' recommendations with respect to the timing of the changes, what TSIU levels would be eligible for funding and at which institutions. The information generated from discipline reviews could also inform funding eligibility decisions about the size of programs required in evolving disciplines. For example, in light of the announcement of Government's intent to introduce a two-year Bachelor of Education degree, such a review would be particularly timely to ascertain the appropriate number of graduates for which the system should plan.

Accordingly, Council *recommends to the Minister:*

OCUA 95-31

*DISCIPLINE OR SECTORAL REVIEWS OF "SOCIETAL NEED" FOR
PROFESSIONAL AND QUASI-PROFESSIONAL PROGRAMS*

THAT the discipline or sectoral reviews of "societal need" for professional or quasi-professional programs be implemented as outlined in this advisory memorandum.

Province-Wide Cost-Study

Before the new funding allocation system can be fully implemented, a province-wide cost-study will need to be carried out in order to determine the activity measures, parameters and weightings to be included in the mechanism. Any formula to distribute funds should closely reflect the relative distribution of institutional costs, and be able to adjust to changes over time. The proposed formula should use either actual activity costs or measures closely related to the major determinants of costs as parameters to drive the distribution of funds within the system.

Council recommends that a system-level committee led by Council with members from universities, Government and Council be set up to conduct such a study.

The main goal of the study would be to ensure that the formula to distribute funds to Ontario institutions reflect the reasonable costs of the activities in which institutions are engaged. The costing exercise should identify the operating expenditures related to the teaching

and related scholarship activities, and to the research infrastructure needs of the institution. Within the expenditures related to teaching and scholarship in particular, the relative costs of the various fields and pedagogies should be identified. This will allow the current program weights, in use for over two decades, to be revised as necessary to reflect more accurately the relative costs of instruction for various program offerings. The costing exercise should provide information on the variations in costs associated with differing delivery modes (co-operative education, bilingual formats, remote locations, distance education formats, etc.), and the extent to which economies of scale are a factor in the cost of educating students. For the purposes of developing the parameters of the funding allocation system, Council is most concerned about relative costs. The funding allocation system is a distribution mechanism, not a revenue-generating mechanism aimed at meeting institutional costs. It should be equitable among institutions - either for a particular cost or set of costs, or for institutional costs as a whole. This implies costing like activities in a like manner at each institution.

Council will explore with Government, universities and system stakeholders the most efficient and effective method of undertaking such a cost-study. It wants to ensure that the economy and efficiency of university operations are recognized and rewarded through this exercise. Finally, it believes that it is important to introduce ongoing costing techniques which can address particular costing issues, and can provide institutions and Government with effective decision-support information.

Accordingly, Council *recommends to the Minister:*

OCUA 95-32

PROVINCE-WIDE COST-STUDY

THAT a province-wide cost-study be undertaken as outlined in this advisory memorandum.

Enhanced Decision-Support Information

The proposed funding allocation system will require better decision-support information at both the institutional and system levels than is currently available. While there is limited systematically gathered information available about Ontario's universities, Council also recognizes that universities are facing ever growing demands for information from a wide range of external agencies. These requests are frequently made on an ad hoc basis with little regard for feasibility or cost, and different agencies often request similar information in slightly different forms. Some argue that this trend puts an intolerable burden on the institutions which they cannot possibly carry. However, Council does not doubt that the demand for data will increase as governments and others seek to base their decision-making on factual information and analysis.

Council believes that problems arising from a lack of information required for implementing the proposed funding allocation system and those caused by the proliferation of fragmented information requests could be alleviated with a common repository of consistent, integrated information. There would be five general tasks in developing such a database: identifying potential information needs; identifying potential data sources; designing data collection strategies; designing the database to store information; and designing the information delivery strategies.

Such a common, integrated database would facilitate better and more effective decision-making within the institutions. It could, for example, lead to more accurate financial and enrolment forecasting and reporting, better analysis of instructional and research costs, and increased efficiency in delivering teaching and services. The data would support the funding

allocation process and policy development within Government. It could also be used as a single source for satisfying the information requirements of other agencies and the public.

Institutional accountability would be enhanced by the provision of better information related to university inputs and outcomes. Council is not seeking to establish performance indicators, but instead recommends the collection of outcome measures such as graduation rates, retention rates, application and success rates for research grants as part of the accountability information base. Council recognizes that the measurement of many outcomes may need to be developed over the next few years. Council recommends that these measures be developed as part of accountability monitoring and be related to individual institutional missions.

The development of the database would require discussions between Government and the universities. The project could be undertaken as a joint initiative among COU, MET, Council and the institutions. Statistics Canada and other agencies with an interest in university data could also be consulted and involved in the project, as appropriate.

Accordingly, Council *recommends to the Minister*

OCUA 95-33

*DECISION-SUPPORT INFORMATION REQUIREMENTS FOR
IMPLEMENTING THE NEW FUNDING ALLOCATION SYSTEM*

THAT an ongoing decision-support data system be implemented as outlined in this advisory memorandum.

Equity Information

In the area of equity information, Council notes that varying requirements have been imposed on universities by two levels of government in the area of employment equity. Therefore, Council recommends that, in the area of employment equity, a more standard framework for accountability purposes be adopted among the various levels of government. It also recommends that efforts be undertaken by the Government of Ontario to establish a single federal/provincial information grid in this area.

Accordingly, Council *recommends to the Minister:*

OCUA 95-34

EQUITY INFORMATION

THAT efforts be undertaken by the Government of Ontario to establish a single federal/provincial information grid in the area of employment equity reporting.

5.0 Accountability Provisions

Council recommends several initiatives to enhance the system of university accountability. Some of these have already been described in Section 4.0: that the university operating grants more accurately reflect university activity and outputs (Section 4.3); that there be a review process to provide a clearer understanding of "societal need" for graduates from professional and quasi-professional disciplines (Section 4.6); that there be a clear framework for deregulation of tuition fees in post degree of practice programs (Section 4.5); and that there be more effective decision-support information available at the system and institutional levels (Section 4.6). In addition, Council proposes that Government's expectations of university operations be more clearly articulated by codifying terms and conditions attached to operating grants (Section 5.1), and that the review process to enhance academic program quality already accepted by Government be implemented (Section 5.2).

5.1 Terms and Conditions of Operating Grants

Government must be clear about its expectations in providing funding to universities - what are universities expected to do in order to maintain eligibility for public funds? Council proposes that one way to accomplish this is for Government to codify clearly the terms and conditions upon which the block operating grants are provided to universities. Government needs to clarify its expectations of universities concerning issues such as accessibility. In this section, Council recommends codification of the existing accountability framework for universities and proposes several additions which flow from the proposed resource allocation system. These address both institution-specific accountability in promoting institutional efficiency and effectiveness and system accountability through efficient and effective responsiveness to the public interest.

Currently there are terms and conditions associated with the receipt of provincial operating grants. These include compliance with the Operating Funds Distribution Manual,²⁵ financial and enrolment auditing, limits on tuition and ancillary fees, Council and Government approval of new graduate and undergraduate professional and quasi-professional programs prior to eligibility for funding support for enrolments, compliance with corridor enrolment targets, and maintenance of a satisfactory level of quality for graduate programs as determined by the Ontario Council on Graduate Studies (OCGS).

The existing terms and conditions under which operating funding from the Province is provided are not set out in a consolidated framework that defines (or helps to define) Government's accountability expectations for universities. While the Ontario Operating Funds Distribution Manual contains some principles about the nature of the financial relationship that exists between individual universities and the Province, the Manual remains largely descriptive of the changes to the formula for allocating operating support. Other elements of Government expectations are to be found in other documents. More recently, Government has indicated support for and has begun to monitor implementation of the Report of the Task Force on University Accountability.²⁶ The approach set out by the Task Force "... involves two

25. Ministry of Education and Training, The Ontario Operating Funds Distribution Manual, A Manual Governing the Distribution of Ontario Government Operating Grants to Ontario Universities and University-Related Institutions (Formula Manual), 1993-94 Fiscal Year, August 10, 1994.

26. Task Force on University Accountability, University Accountability: A Strengthened Framework, May, 1993.

The Task Force on University Accountability set out 47 recommendations - 23 pertaining to the governing body of each institution (composition and selection of, terms of office for, orientation and support for, conflict of interest rules for Boards of Governors, transparency of in-camera sessions of Boards of Governors and other

components: a strengthened institutional accountability framework supervised by the governing body; and an independent, external monitoring agency."²⁷

Council recommends that Government augment existing accountability mechanisms, including the recommendations of the Report of the Task Force on University Accountability, with clearly defined terms and conditions of operating grants responding to three inter-related principles: stewardship of resources, quality assurance, and ethics/transparency practices.

Government has both a public policy and financial responsibility to ensure that public resources and university education are provided in an effective, efficient and economic manner. To fulfil this responsibility, Government must be assured that there is effective stewardship of human, financial and physical resources of institutions. This requires that universities have governance and management structures, policies and practices which ensure the effective stewardship of the public and private resources with which they are entrusted.

The public and consumers of university services (students, parents, employers, taxpayers and governments, etc.) must be assured that university outputs are of high quality. Universities should be accountable for the quality of instructional programs and research undertaken.

Finally, there is also an expectation that universities be ethical, open and transparent in both their internal and external practices. The public, students, faculty, staff, administrators and governing bodies of universities must be assured that universities operate in a manner that is ethical, open and transparent in their treatment of individuals.

In the list outlined below, Council codifies specific institution-level terms and conditions in support of these principles which universities should be expected to meet to maintain full eligibility for provincial operating funding. In recommending/codifying these terms and conditions, Council believes that these conditions will not lessen universities' substantive autonomy, academic freedom, nor lead to their micro-management. Some of the terms and conditions set out below simply codify existing accountability provisions which are currently set out in separate documents. In recommending that these terms and conditions be codified, Council recognizes that in most areas universities already have practices in place which effectively respond to these terms and conditions. Nevertheless, Council believes that such codification is beneficial to both the government and the universities by clearly delineating accountability expectations and clearly linking them to eligibility for provincial operating funding.

Therefore, Council recommends that the terms and conditions with which institutions accepting provincial funding must comply be as follows:

university committees; and relationships with affiliated and federated institutions); 16 recommendations (24 to 39) pertaining to main issues of accountability or, more specifically, links among mission and academic financial plans, management indicators, admission policies and standards, program review, academic appointments and 8 recommendations relating to the establishment of an external monitoring body. The Government responded by outlining the recommendations that it supported and indicated that the responsibility for implementation rested with individual institutions, in particular, the governing boards or councils.

Memoranda from the Honourable Dave Cooke, Minister of Education and Training, to Executive Heads and Governing Board Chairs of Provincially-Assisted Universities, December 20, 1993 and October 20, 1994.

27. Task Force on University Accountability, *University Accountability: A Strengthened Framework*, May, 1993, p. 3.

(A) Stewardship of Resources

- A1 Institutions must be in compliance with the Report of the Task Force on University Accountability's 23 recommendations which address the accountability of the governing body.
- A2 Institutions must have policies that establish regular, open and transparent processes for enhancing effectiveness, quality and efficient planning (including enrolment and academic planning), rationalization and restructuring.
- A3 Institutions must have policies to maintain their physical assets, assign an appropriate proportion of operating funding to current standards of best practice in maintenance, and must demonstrate that they are adhering to health and safety codes.
- A4 Institutions must have policies concerning the reporting and recovery of overhead costs on contract research, community service and consulting.²⁸
- A5 Institutions must adhere to the conditions for transferability of academic credits once established, as recommended in this advice.
- A6 Institutions must have policies relating to conflict of interest and conflict of commitment, including compliance procedures, for faculty, managers, administrators, staff, students and governors.
- A7 Institutions must provide those data and information requested by Government (or Council on its behalf) as they pertain to matters within Government's purview.

(B) Quality Assurance of Academic Programming

- B1 Institutions with funded graduate programs²⁹ must comply with the quality appraisals process of the Ontario Council on Graduate Studies.
- B2 Institutions must conduct undergraduate quality reviews as outlined in Advisory Memorandum 93-VI, Academic Quality Reviews, and accepted by the Minister in September, 1993.³⁰

(C) Ethics/Transparency Practices

- C1 Institutions must have conflict of interest and ethics guidelines concerning research and procedures of enforcement.

28. As an example, Provincial Government policy states: "In research and development projects involving universities, colleges and their staffs, contracts shall be made with, or with the written concurrence of the administration. Payments shall be made to the administration or to another party only with the written concurrence of the administration. In addition, terms of these contracts shall cover the full cost of the research, including appropriate allowances for indirect or overhead costs." Manual of Administration, Section 2. Purchasing and Supply Management, Sub-section 4. Research and Development Services, April 1986.

29. Graduate Theology programs are eligible for funding, however, these programs are not appraised by OCGS, except in cases where the institution is requesting that the program be assigned a weight which is higher than that set out for Theology programs in the Formula Manual.

30. Letter from the Honourable Dave Cooke, Minister of Education and Training, to Joy Cohnstaedt, Chair, Ontario Council on University Affairs, September 15, 1993.

- C2 Institutions must have internal representation by members of the administrative staff, the faculty, the student body and the support staff with respect to the ongoing mechanisms for planning at the university level (including enrolment and academic planning). Stakeholders should have a genuine and effective presence in these processes.
- C3 Institutional decision-making practices must be transparent, except in cases where individual confidentiality is guaranteed as a matter of institutional or public policy.

Implementation

Consistent with the recommendations made by the Task Force on University Accountability, the institutional locus of responsibility for compliance with the terms and conditions should rest with universities' governing bodies. Governing bodies must ensure that policies and procedures are in place to deal with these accountability provisions and ensure that students and employees are dealt with in a fair, transparent and equitable manner.

However, institutions must not only be accountable for the funding they receive from the Province; they must be seen to be accountable. Terms and conditions are insufficient on their own to ensure that universities are seen to be accountable. There must be some means to ensure that there is institutional compliance with these terms and conditions. Council believes that a government-appointed body will need to be assigned the responsibility for monitoring compliance with the terms and conditions set out, reporting annually to the Minister responsible for universities. Council recommends that the process involve an annual reporting requirement of institutions.

Accordingly, Council *recommends to the Minister*

OCUA 95-35

ACCOUNTABILITY PROVISIONS

THAT, as a condition of the receipt of provincial operating grants, universities be expected to comply with the terms and conditions outlined in Section 5.1 of this advisory memorandum.

5.2 Academic Quality Reviews

In Advisory Memorandum 93-VI, Council recommended that a system of academic quality reviews be implemented for all academic programs or departments in Ontario universities. The process recommended was based on three principles:

1. The quality of academic programs must not only be monitored, it must be **seen by the public to be monitored**, thereby responding, in part, to growing demands from Government, employers, students and parents for increased public accountability of universities.
2. The process must not merely confirm existing levels of quality, but must create opportunities for **maintaining and improving quality**, especially in students' learning experiences and outcomes.
3. The process should be based on "**monitored self-regulation**", in which the system for reviewing the quality of undergraduate programs is conducted by and is specific to each

institution, and is subject to audit by an independent body whose members are publicly appointed.

At the undergraduate level, Council recommended that each university be required to conduct periodic formal reviews of all undergraduate programs, at least once every ten years, with the objective of systematically improving the quality of the student's learning experience. Council outlined the minimum requirements for such reviews, but left it to each institution to define the standard of quality. These reviews would be audited at least every seven years by a proposed system-level Academic Quality Audit Committee. The committee would review and comment on each university's institutional review procedures, audit a sample of each institution's reviews, and assess the effectiveness of the review process in identifying strengths and weaknesses leading to improvement in quality.

At the graduate level, Council recommended that the Academic Quality Audit Committee conduct at least once every seven years an audit on the appraisals process operated by the Ontario Council on Graduate Studies. Such audits would include an assessment of the effectiveness of the appraisals process in ensuring public accountability for the quality of graduate programs and, if warranted, offer proposals to improve that process.

Council reiterates the importance of implementing academic quality reviews, particularly at the undergraduate level where no systematic process now exists. Ontario must be able to assure society that university programs are of high quality and that there are processes in place to ensure this. The expectation by the public of high quality education was clearly articulated by the Royal Commission on Learning. While the appropriate approach to bring this about in elementary and secondary education (testing and curriculum standardization) is different from the peer review method used in universities, the need is the same. The universities and Government must be able to demonstrate the quality of students' learning experience and that there are effective processes in place to ensure a high quality education.

6.0 Accessibility Initiatives

A number of the initiatives recommended by Council in this advice will enhance accessibility to university education in Ontario, both in terms of general accessibility and response to the equity needs of particular learners.

Council sees general accessibility being promoted in the following manner. First, the TSIU enrolment Activity Targets found in the Teaching and Scholarship component of the Core Funding Envelope, which will determine the distribution of instructional funding, are to be set every five years (Section 4.3). Institutions will have an incentive to maintain or increase enrolment levels in order to position themselves for changes in shares of funding allocation at the end of the five-year period. Institutions do not have long-term fixed share funding.

Second, the enrolment buffering contained in the Core Funding Envelope formula through the Activity Target Cushion and the three-year moving-average will dampen short-term fluctuations but not long-term trends in activity levels (Section 4.3). Institutions will be able to change their share of funding through planned changes in enrolment over time.

Finally, as outlined below, accessibility will be enhanced by inter-institutional transferability of credit, and by the adoption of standards such as that promoted by the Council of Ministers of Education of Canada (CMEC) for the transfer of Year 1 and Year 2 credits (Section 6.1).

Council sees targeted accessibility in response to the equity needs of particular learners as being promoted in the following manner. First, when Activity Targets are negotiated every five years, specific provisions can be negotiated to alter enrolment funding in particular program areas, regions and levels of study (Section 4.3). Depending on demand and need, targets can be increased or decreased. Second, specific non-formula provisions are

recommended for equity of access and education. The Educational Opportunity Envelope will support initiatives to enhance opportunities for individuals from underrepresented or educationally-disadvantaged groups (Section 4.4).

6.1 Transferability of Credit

The need for enhanced ease of credit transferability among universities and between universities and colleges has been identified by a variety of recent provincial and national studies. In his letter to Council of November 24, 1993, the Minister of Education and Training underlined this need:

The public will need new ways of accessing university studies. The working population of Ontario is demanding that throughout their careers they have opportunities to enhance their skills as they face the economic reality of restructuring and the need to be properly skilled for the jobs of the future...the universities must be part of an integrated educational system which permits easy movement from one sector to another.³¹

Provincial response to *Vision 2000: Quality and Opportunity* (1990) and to *No Dead Ends, Report of the Task Force on Advanced Training to the Minister of Education and Training* (1993) has involved the establishment of structures, particularly the voluntary consortium of colleges and universities, and the Groupe consultatif francophone dans le cadre du projet de la formation avancée en français, within which policies can be developed to overcome existing barriers to credit transfer between colleges and universities. The voluntary consortium of colleges and universities³² is in its infancy, and it can be argued that time is needed for it to demonstrate its effectiveness in enhancing college-university credit transferability. The Ministry's publication of the College-University Transfer Guide will further facilitate public awareness of existing college-university credit transfer opportunities.

In 1991, the Council of Ontario Universities was requested by the Minister to prepare a report on ways to facilitate undergraduate credit transfer among Ontario universities. COU's response, contained in the *Report of the Credit Transfer Implementation Committee* (1992), recommended that all Senates or equivalent body of COU-member institutions officially adopt a "General Policy on the Transfer of Course Credits". The policy is premised on the "essential equivalency" of course content among university credits in similar programs and encourages institutions to adopt credit transfer policies which "allow for the maximum recognition of previous learning experience in university-level courses". COU further recommended that each university publish its credit transfer policy in its institutional calendars, that the highest minimum grade normally required for awarding transfer credit be 60 percent (C-) and, in relation to programs in arts and science, advanced standing be available normally for at least half the number of courses required for the degree, and that other faculties should be urged to adopt this rule to the extent reasonable for technical and professional studies.

It is not clear if COU's recommendations concerning credit transfer among universities will be implemented by all COU-member institutions. Even if implemented,

31. See Appendix A.

32. COU and ACAATO have initiated a voluntary consortium of colleges and universities to collaborate on the development and delivery of advanced training programs. The consortium is envisaged as a promotional/brokering organization which would promote transferability, higher credentials, and the development of advanced training packages between existing partners.

however, Ontario universities will not meet the Canada-wide standards for university to university credit transfer proposed by the Council of Ministers of Education, Canada, which requires full credit transferability in the "first two years of study in related undergraduate programs".

Specifically, the CMEC initiative undertakes to ensure that,

by September 1, 1995, all course work completed by transfer students during the first two years of university study in Canada (including the final year of studies leading to a diploma of college studies (DCS) in Quebec and the university transfer courses offered by community colleges and university colleges in British Columbia and Alberta) will be recognized and fully credited for the purposes of granting a degree provided that:

1. the transfer student is deemed admissible and has been presented with an offer of admission;
2. the transfer student has achieved a passing grade in his/her course(s) and has obtained grade levels that would normally be required of continuing students; and
3. the credits earned are related to the program of study in which the transfer student will register, or the credits can be counted as electives for the program of study.³³

Council notes that a number of Canadian provinces, notably Nova Scotia, New Brunswick and Prince Edward Island, have already taken concrete measures to standardize and facilitate university credit transfer. In Council's view, current credit transfer practices among Ontario universities for similar programs where students are required to repeat courses successfully passed at one university have resulted in costs to society and to individual students, in terms of time and money, that are not acceptable. System coordination in the area of university to university credit transfer is required to facilitate credit transfer to the degree necessary to respond to economic realities and to accommodate student mobility. At a minimum, Council recommends an across-the-board "floor" provision, as proposed by CMEC, whereby policies mandating full credit transfer for the course credit equivalent of the first two years of full-time study in related undergraduate programs be in place at each Ontario university receiving operating grants from the Provincial Government. Further, Council recommends that the existence and application of such a policy be a condition of receipt of provincial operating funds.

Council recognizes the importance of working closely with the universities in developing a detailed policy framework with respect to credit transfer to which provincial grants will be linked. Council is also mindful of the legal responsibility of university senates and governing councils for the academic policies, including admission policies, of Ontario universities, as well as for the academic integrity of programs offered and of degrees granted. Nevertheless, Council recommends that, upon acceptance of this advice, Government, in consultation with Ontario universities and Council, develop a policy framework for Ontario universities to implement a credit transfer policy along the lines proposed by CMEC and which is linked to the receipt of provincial operating funds. It is Council's goal that a policy framework

33. A full description of the CMEC initiative, which was approved by the Ministers of Education, is contained in the Pan-Canadian Protocol on the Transferability of University Credits, February 7, 1995.

be in place and operational no later than 12 months from the acceptance of this aspect of the advice.

Accordingly, Council *recommends to the Minister:*

OCUA 95-36

INTER-UNIVERSITY TRANSFER OF ACADEMIC CREDITS

THAT the transfer of academic credits among universities be enhanced through policies enabling full credit transfer for the course credit equivalent of the first two years of full-time study in related undergraduate programs, and that such a policy be in place at each Ontario university receiving operating grants from the Provincial Government, as outlined in this advisory memorandum.

THAT the existence and application of such a policy be a condition of receipt of provincial operating funds.

7.0 Coordination and Planning Processes

As noted above, Council believes that the broad policy objectives which underlie the proposed resource allocation system discussed in this advice, and the public interests that underlie them, are best pursued within a policy framework which encourages decentralized decision-making complemented by system-level coordination and planning.

The main objective in undertaking system coordination and planning is to encourage responsiveness to the public interest and "societal need" at the provincial, regional and local levels. Too often in Ontario, public policies related to universities have been unclear and, even when clear, there have been few mechanisms available to effectively implement important policies. The coordination and planning elements in the proposed funding regime are intended to provide a better link between public policies and institutional decision-making, and to encourage system-level coordination. These elements are intended to facilitate responsiveness to public policy priorities and "societal need", and, at the same time, respect the desire for local decision-making and the need to be sensitive to provincial and regional needs. Council feels that this in turn will enhance institutional planning and decision-making, will better enable governing bodies such as boards and senates to carry out their functions, and will promote the effective management and stewardship of resources which are all the more important in a time of fiscal constraint.

Council is not recommending an administrative structure for system coordination and planning. Instead, Council is identifying a set of processes within the proposed funding regime which comprise an effective coordination and planning framework. These elements include the following and are described more fully in other sections of the advisory memorandum:

- a process for the collection and dissemination of decision-support information, (see section 4.6);
- a process of discipline or sectoral "societal need" reviews for professional and quasi-professional programs, to assess gaps and overlaps in the provision of university programs (see section 4.6);
- a periodic academic quality review process, as proposed by Council in Advisory Memorandum 93-VI (see section 5.2);
- a quinquennial review and negotiation of institutional Activity Targets (see section 4.3);

- a Negotiated Initiatives envelope to facilitate inter-institutional cooperation and program rationalization and to facilitate the coordinated introduction of new technologies (see section 4.4)

The first three initiatives relate to procedures which can help inform decision-making at both the local and system levels. Council sees a need to enhance system-level decision-support information over a broad array of issues, including costing data, "societal need" data, and activity data. The quality review process, previously recommended by Council in Advisory Memorandum 93-VI, will help institutions maintain and enhance the quality of their academic programs and assure students, employers and taxpayers that programs are of high quality. The discipline/sectoral review process will help ensure that the academic programs the Province is funding meet an ongoing "societal need".

The last two initiatives relate to mechanisms for implementing system coordination and planning decisions. The proposed new core operating grants allocation mechanism has provisions for setting system and institutional Activity Targets on a regular five-year planning cycle. Activity Targets would be set at the system and institutional levels in response to changing demands. This process directly links the planning process into the funding system and facilitates both long-term and short-term changes. In addition to the quinquennial Activity Target process, there is provision for implementing and facilitating change through a Negotiated Initiatives envelope which would fund a portion of the extraordinary costs of inter-institutional cooperation initiatives, introduction of new technologies, program rationalization, and appropriate adjustments to activity levels requiring short-term one-time-only support.

With this integrated set of policy mechanisms, Council tries to strike a balance between local decision-making and system coordination and planning to ensure that Ontario universities can respond effectively to provincial and regional needs with the resources available.

8.0 Inter-Institutional Equity, Responsiveness and Quality

The funding allocation and associated policy mechanisms recommended by Council provide Government with a framework which will enhance inter-institutional equity, will enable and promote institutional responsiveness to changing circumstances and "societal needs", and will help to protect the quality of teaching, learning and research in Ontario universities.

Inter-Institutional Equity

The enhancement of inter-institutional equity is an objective to be pursued through the underlying activity measures used in the new formula, which are more reflective of university activities and costs than the strict enrolment-based approach used heretofore. The approach adopted is cost-based, whereby funding equity is dealt with by undertaking a cost-study to determine the parameters or weights to be applied to each activity measure. In addition, the current BIU program weights will be replaced. Existing claims of inequity will be dealt with through the costing exercise. The new formula will not have a fixed historical base. Consequently, it will not introduce new historically-based inequities. (see Section 4.3)

Responsiveness

Institutional responsiveness to "societal needs" and the external environment will be enabled and promoted through a number of provisions in this advice. The proposed system of funding and policy mechanisms will enable universities to adjust to funding constraints and allow public policy priorities to be more effectively expressed.

Some factors, such as the three-year moving-average of activity measures in the Core Funding Envelope, help ensure that institutions are responsive to enrolment and research demands. Some factors allow for informed decisions on "societal needs" to be implemented. The

discipline/sectoral reviews will allow for the systematic review of the match between existing programs and "societal needs" in the province. This information will inform decisions on programs and levels of enrolment to be funded. It will help ensure that limited public resources are being spent effectively in areas where there is "societal need". These decisions can be implemented through quinquennial Activity Targets in the Core Funding Envelope and through the Negotiated Initiatives Envelope. The discipline/sectoral reviews will also help inform local decisions on the need for program rationalization or restructuring.

Other factors will aid universities in their efforts to adapt and restructure their institutions, and to facilitate inter-institutional cooperation. Institutions are afforded the flexibility to determine how best to respond to needs through block grant funding and increased income freedom in post degree of practice professional programs. Institutions will be afforded a reasonable period of stability in funding shares through the five-year activity targets. In turn, this provides a quinquennial planning horizon. Longer-term adjustments to discipline enrolment levels and program rationalization can be effected through Activity Target negotiations every five years in the Core Funding Envelope. Shorter-term adjustment costs can be subsidized through the Negotiated Initiatives Envelope.

Protection of Quality in Teaching, Learning and Research

Quality in both teaching and research activities can be protected by the proposed system. Teaching quality will be promoted primarily through quality reviews at the undergraduate level, as outlined in Advisory Memorandum 93-VI, and at the graduate level through OCGS appraisals. It will also be promoted through terms and conditions of grants. The Teaching and Scholarship component of the Core Funding Envelope allows for the determination of the amount of funding associated with teaching and learning. Quinquennial Activity Targets allow for specific levels of enrolment and access targets to be set. Enhanced decision-support data through activity measures such as time-tabling information will allow for a better understanding as to how resources are devoted to teaching and learning. The Negotiated Initiatives Envelope provides for the funding of innovative teaching techniques.

It is intended that research quality be promoted through the activity measures underlying the Research Activity/Output sub-component of the Research component of the Core Funding Envelope. The potential measures are output-oriented and tend to support high quality research. Separate research funding and measurement of activity levels will make high quality research a visible area of public policy with a claim on appropriate support levels. The block grant nature of the formula grants will allow institutions to decide how best to allocate support for research and teaching functions.

9.0 Implementation

Approximately 18 months to two years will be required for the full development and implementation of the mechanisms recommended. Many of the key aspects of the new funding allocation system will require significant preliminary work and consultations before they can be successfully implemented. The objectives Council has for this development and implementation period are threefold: 1) to ensure transitional funding stability for institutions so that universities do not experience significant fluctuations in income as the new funding allocation system is implemented; 2) to encourage universities to continue to provide a high level of access to university education; and 3) to undertake the necessary steps for the implementation of the new funding allocation system.

Operating Grants Allocation in 1996-97

With respect to the first two objectives, Council proposes that the current funding allocation system continue to operate 18 months to two years after the Minister's response to

Council's advice. This includes the completion of the new corridor levels established in 1990-91 and the equalization of the BOI/BIU level in the Transition to New Corridors envelope with the average Base BOI/BIU in the Basic or Formula Grants envelope. These provisions are expanded on below. The current core funding allocation mechanism (the Formula or Basic Grants Envelope and the Transition to New Corridors Envelope) provides fixed share funding for institutions whose moving-average of BIUs is within or above its funding corridor. While currently there are 26,501 moving-average BIUs above institutional corridor mid-point levels which do not generate grant income, the issues associated with these enrolments can be dealt with effectively in the second phase of implementation, in two years time. Council is more concerned with maintaining funding stability in the transitional period to the new funding allocation system. The introduction of any change in the funding system at this time may cause unnecessary fluctuations in funding prior to the introduction of the new funding allocation system.

With respect to Government's desire for a highly accessible university system, there will be significant incentive for universities to maintain or enhance levels of accessibility. With the planned implementation in two years of a funding regime which is more sensitive to activity levels and their relative costs, it will be prudent for institutions to maintain or enhance levels of access in anticipation of new funding shares reflecting relative activity levels.

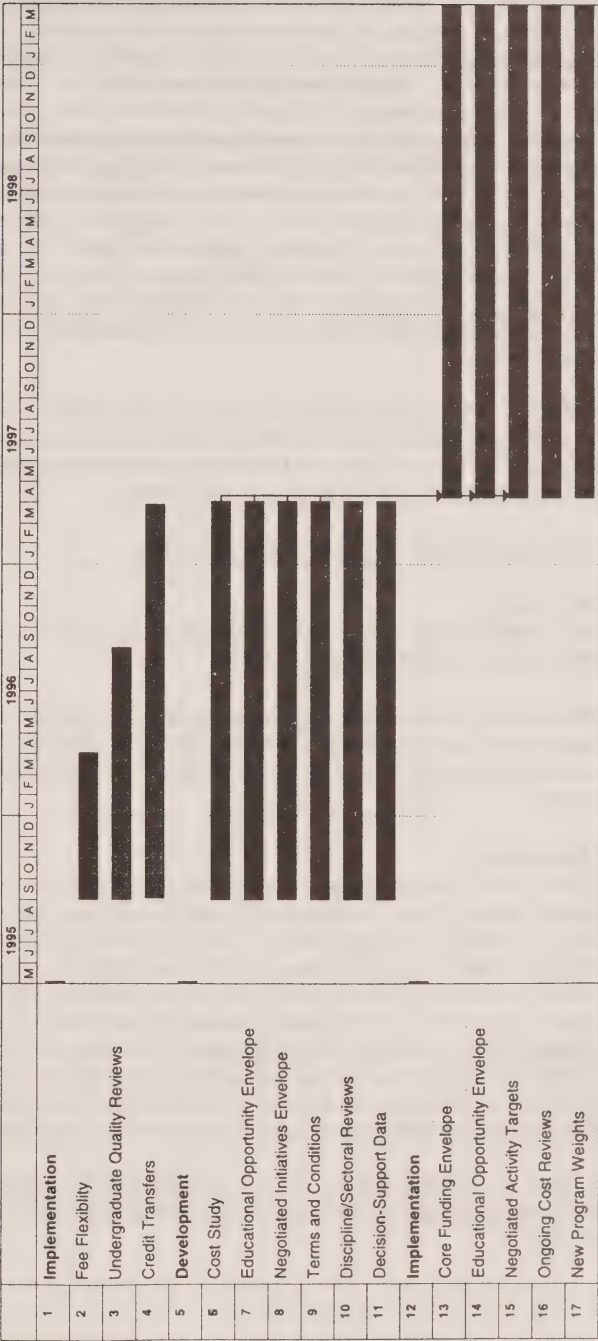
Consequently, Council proposes that no short-term provision be made for the 25,716 unfunded (slip-year, fees only) BIUs above the New Corridor Mid-point BIUs for the 1995-96 funding year. Base funding for the 422,406 funded BIUs should continue to flow through the two major enrolment-related block grants, namely Formula Grants and Transition to New Corridor Grants. The other funding envelopes would continue to operate according to established procedures. These other envelopes will need to be reviewed after the implementation of the new funding allocation system to see how well they fit with the funding regime.

Development and Implementation

Figure 5 outlines the timetable Council envisages for the development and implementation of various aspects of this advisory memorandum. There are a number of initiatives for which development and/or implementation need to be undertaken in the near future:

- Implement provisions for increased flexibility in the funding of post degree of practice programs.
- Complete the implementation of academic quality reviews as recommended in Advisory Memorandum 93-VI.
- Undertake a review of peer-adjudicated research overhead funding.
- Undertake a review of the appropriate research activity/output measurement.
- Undertake a cost-study to develop appropriate activity measures and weights for the implementation of the Core Funding Envelope.
- Develop and implement the Educational Opportunity Envelope and Negotiated Initiatives Envelope.
- Develop and implement transferability of credit provisions.
- Develop and implement accountability provisions, including terms and conditions of operating grants.
- Develop and implement discipline/sectoral "societal need" reviews for professional and quasi-professional programs.
- Develop an enhanced decision-support information system as required by this advice.

Figure 5: Resource Allocation Implementation Schedule



The specific time required for the development or implementation of each of these initiatives will vary according to the priority attached to the initiative by Government and universities. Council believes, however, that the initiatives identified for implementation can be operational within two years, if sufficient resources are available.

By 1997-98, the parameters of the funding allocation system, including the activity measures, weightings, share of grants allocated in each funding block, data definitions and collection procedures should be finalized. The first round of Activity Target negotiations would then be implemented. Council sees these negotiations as taking several months and requiring the submission of institutional academic plans for the subsequent quinquennium. If there are any changes in institutional share of operating grants which result from the new Activity Targets, these will need to be phased-in in an appropriate manner so as not to be too disruptive to institutional funding and operations. The total phase-in of the grant allocation shares generated by the new funding system should, however, be completed before the end of the first quinquennium.

The other policy mechanisms developed in the first phase would also be fully implemented at this time. Council anticipates that, in the first few years of the introduction of the new funding allocation system, there will be further refinements of the policy mechanisms introduced to ensure their effective implementation and operation.

Accordingly, Council *recommends to the Minister*

OCUA 95-37

*IMPLEMENTATION OF THE NEW FUNDING ALLOCATION
SYSTEM AND ASSOCIATED POLICIES*

THAT the recommendations contained in this advisory memorandum be implemented as outlined above, and that the 1997-98 fiscal year be targeted for the first year of operation for the new funding allocation system.

10.0 Conclusion

The recommendations in this advisory memorandum constitute a departure from the funding allocation system in place for more than 25 years. It will shape the future relationship between universities and Government. While Council has consulted extensively inside and outside the university community on the Resource Allocation Reference, the proposal Council recommends does not strictly mirror any one of the options discussed during the Fall 1994 hearings. It draws from all three of the options presented in the discussion paper Sustaining Quality in Changing Times. Funding Ontario Universities. Some aspects of the advice require further refinement and consultations with universities before they can be implemented. Given these considerations, Council believes that it would be useful for the Minister to have input from the university system and the broader community before finalizing a response on all aspects of the advice.

Council recommends that the advisory memorandum be released for discussion immediately upon receipt. Council also recommends that consultations and the cost-study begin in the Fall of 1995.

Accordingly, Council *recommends to the Minister:*

OCUA 95-38

RELEASE OF ADVISORY MEMORANDUM 95-III

THAT The Minister make public this advisory memorandum upon receipt, and that consultations and the cost-study outlined above be initiated in the Fall of 1995.

Joy Cohnstaedt,
Chair

June 20, 1995



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and Training

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Minister

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November 24, 1993

Professor Joy Cohnstaedt
Chair
Ontario Council on University Affairs
700 Bay Street
7th Floor, LuCliff Place
Toronto, Ontario
M5G 1Z6

Dear Prof. Cohnstaedt,

The economy of Ontario is undergoing a fundamental restructuring. The impact of this restructuring will be enduring. Rates of economic growth are anticipated to be modest in the near and intermediate future. Persistent deficits and a growing debt burden limit the ability of governments at every level to fund public institutions. As a result Ontario's public institutions cannot continue to do business the same way. They must seek new ways to provide improved service with limited public resources.

The universities play an important role in the economic, social and cultural health and well being of Ontario. They have an important responsibility to contribute to economic development, job creation and social justice through teaching and research. It is expected that much of the future growth of employment in Ontario will be in the high skilled, knowledge intensive industries. Demand for university services will grow faster than public resources. Like all other publicly supported institutions therefore, universities will have to find new ways to provide improved services. I would see the following objectives as important in considering how the universities might contribute to Ontario's economic and social development.

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- 2 -

First, given demographics, universities will face even greater challenges of accessibility in the future; greater challenges to meet those pressures in a period of restrained resources without weakening the quality of education being provided. Demographic trends suggest that the decline in the population of young people of the traditional age of university attendance is ending. This population will begin to grow appreciably in the latter half of this decade and this growth will continue on into the next century. At the same time, participation rates continue to rise and these two factors signal continuing growth in the demand for access.

Even greater efforts will be needed to ensure that qualified students from non traditional age groups, economically disadvantaged groups, and racial and ethnocultural minorities have better access. Traditional patterns of attendance are being challenged as more and more people combine work and study. The public will need new ways of accessing university studies. The working population of Ontario is demanding that throughout their careers they have opportunities to enhance their skills as they face the economic reality of restructuring and the need to be properly skilled for the jobs of the future.

Second, there must be a stronger emphasis on teaching in our universities. Teaching must have a more central rôle and alternative modes of delivery must be part of that to meet the needs of the public. This need was identified in the Report of the Commission of Inquiry on Canadian University Education. While we wish to emphasize the rôle of the teaching/learning process as a priority, the importance of the research function, its relationship to teaching, and the appropriateness of various sources of funding for research, deserve examination in the context of provincial resource allocation.

Third, the universities must be part of an integrated educational system which permits easy movement from one sector to another. This message has been clearly articulated by several reports including Vision 2000 and the Task Force on Advanced Training and is the message government receives regularly through letters and phone calls from the public frustrated by the current system. I believe this is an important direction for the future.

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- 3 -

Therefore, the funding system must encourage sharing and cooperation among universities, colleges of applied arts and technology and others and not become a barrier to accessibility, adaptation and restructuring.

Fourth, the depth and breadth of the Ontario university system has been recognized as one of the provinces great strengths. However, ways and means will have to be developed to ensure that scarce resources are utilized effectively; accordingly, incentives should be put in place to encourage program cooperation and restructuring. Greater differentiation and increased interdependence have the potential to increase both quality and accessibility to Ontario's universities. I believe that we might begin with an examination of professional programs.

I am asking the Ontario Council on University Affairs to conduct a review of the funding system for the universities of Ontario. Although I recognize that transition to the new corridors will only be substantially completed in 1995-96, I believe that, in view of the significant changes in the environment, it is timely to review the basic features of the current corridor system. The pressures I outlined earlier make it imperative that we have in place a funding system best suited to meet the priorities I outlined above with the resources we now have available. In the course of this analysis I would ask the Council to examine issues in achieving an appropriate balance among teaching, administration, research and community service and in developing mechanisms for accountability in the use of resources in these areas. The funding system must contain mechanisms and incentives for achieving the necessary combination of efficiency, economy and reallocation to achieve the priorities we have identified earlier.

In the interim the corridor system of funding will continue to allocate grants and operate within the existing accountability provisions. However, the continued phase-in of new corridors will need to be funded from the grants provided. I look forward to receiving council's advice late in 1994.


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- 4 -

I recognize that there is a need for some reasonable measure of stability and predictability in funding systems. I would therefore ask Council to give careful attention to the need to balance these elements with those I have outlined above and for an orderly and phased implementation of any changes.

In conducting this review I am confident that Council will in the usual manner consult thoroughly and widely with students, faculty and staff of the institutions as well as the provincial organizations and institutions themselves. A special effort should be made to communicate with groups representing alumni, parents labour and employer organizations. We must make sure that their needs are addressed.

Sincerely,

A handwritten signature in cursive script, appearing to read "Dave Cooke".

Dave Cooke
Minister
M.P.P., Windsor-Riverside



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Minister

Ministre

December 7, 1994

Professor Joy Cohnstaedt
Chair
Ontario Council on University Affairs
700 Bay Street, 7th Floor
Toronto, Ontario
M5G 1Z6

Dear Professor Cohnstaedt:

I would like to thank you for the opportunity to review the status of OCUA's work on my reference to you on university resource allocation.

The challenges before us are, if anything, even greater than when I provided Council with my reference letter on November 24, 1993. The goals, however, remain unchanged. The proposals outlined in the recent discussion paper Improving Social Security in Canada could have a significant impact on university funding. The Premier has clearly expressed the Government of Ontario's grave concerns about the reductions in Established Programs Financing which are contained in that document. I remain hopeful that our position, together with the representations of universities, colleges, students, faculty and staff will convince the federal government to reverse its position on reduction in federal support for post-secondary education.

In my memorandum of December 5, 1994, to the university community announcing funding levels for 1995-96, I indicated the need to address issues raised by Improving Social Security in Canada. To this end, it would be helpful if the Council could provide me with its comments on the potential impact of changes to Established Programs Financing as proposed by the Federal government in the context of the Ontario university funding system, in the Council's resource allocation advice.

You also indicated that the Council is concerned that the modelling being undertaken to examine various funding system options requires additional time to adequately assess their impact. I would concur that it would be prudent to ensure that the advice is well developed before presenting it to me.

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With these considerations in mind, I believe that it is appropriate that the original deadline for submitting the advice be extended to Spring 1995 so that the Council can adequately address these issues in its advice.

In closing, I would like to thank the Council for its efforts to date on an issue I consider to be extremely important to the future of Ontario universities. I look forward to receiving your advice.

Sincerely,

A handwritten signature in cursive script, appearing to read "Dave Cooke".

Dave Cooke
M.P.P., Windsor-Riverside
Minister

OCUA Consultation Process 1994-95

During the course of the Resource Allocation review, Council undertook consultations both internal and external to the university community. These included in the Spring of 1994 meetings with system stakeholder groups, meetings with the Minister and Deputy Minister of Education and Training, meetings with a number of universities and written submissions on issues and objectives of the review. In the Fall of 1994, Council conducted public hearings across the province with interested parties and received briefs and other written submissions in response to issues presented in the Discussion Paper Sustaining Quality in Changing Times. Funding Ontario Universities.

FALL HEARING DATES AND LOCATIONS

September 27-28-29, 1994 -- *North Bay, Sudbury and Thunder Bay*

October 6-7, 1994 -- *Toronto*

October 11-12-13, 1994 -- *Hamilton, St. Catharines, Kitchener/Waterloo and Guelph*

October 20-21, 1994 -- *Kingston and Peterborough*

October 26-27, 1994 -- *Ottawa*

November 1-2-3, 1994 -- *London and Windsor*

November 7-8-9, 1994 -- *Toronto*

List of Written Briefs

Aboriginal Council on Education

Abshez, Charles, Toronto

Ad hoc Group on the Relationship between Teaching and Research, Laurentian University

Affiliated Colleges at The University of Western Ontario

Agricultural Research Institute of Ontario

Algoma College

Alma Mater Society, Queen's University

Association des enseignantes et des enseignants franco-ontarien (AEFO)

Association of Canadian College and University Teachers of English (ACCUTE)

Association of Professors of the University of Ottawa

Baar, Carl, Brock University

Baar, David, Queen's University

Baar, Ellen, York University

Bank of Montreal, Hamilton

Barbara Wahl, Waterloo

Barta, J.R., Ontario Veterinary College

Beeckmans, John, The University of Western Ontario

Bishop, David M., University of Ottawa

Board of Education for the City of North York

Brock University

Brock University Faculty Association

Building Tradition Campaign for Nipissing University

Butler, Sheila, The University of Western Ontario

Cambrian College
Canadian Association for Responsible Research Funding
Canadian Association of University Teachers (CAUT)
Canadian Graduate Council
Canadian Federation of Students - Ontario, Research Department, CUPE 1281
Canadian Union of Public Employees (CUPE), Ontario Division
CUPE - Local 2323
CUPE - Local 793, University of Waterloo
CUPE - Locals 229, 254 and 1302
Canadian Union of Educational Workers (CUEW)
Canadian Union of Educational Workers (CUEW) - Local 3
Canadore College
Carleton University
Carleton University Academic Staff Association
Carleton University Rank and File
Carleton University Students' Association Inc.
Carleton University Support Staff Association (CUPE 2424)
Centre for Research on Work and Society, York University
City of Burlington
City of Guelph
City of Hamilton
City of North Bay
City of Peterborough
City of Thunder Bay
Collège Boréal
Collège Dominicain
Confederation of Ontario University Staff Associations (COUSA)
Continuing Education Students' Association of Ryerson (CESAR)
Corporation of the City of London
Corporation of the County of Peterborough
Council of Chairs of Departments of Sociology and Anthropology
Council of Ontario Universities (COU)
Cowan, J. Robert, London
Cram, Robert, University of Ottawa, with Walter Prystawski, National Arts Centre Orchestra
Cummins, Joe, The University of Western Ontario
DiCicco, Lorraine, King's College (The University of Western Ontario)
Dilworth, Thomas, University of Windsor
Dominican College
Durham College
Dutrizac, C.D., King's College (The University of Western Ontario)
Ellis, Christopher J., The University of Western Ontario
Faculty Association of Ontario Institute for Studies in Education
Faculty Association of the University of Waterloo (FAUW)
Faculty Association, University of Windsor
Fahselt, Dianne, The University of Western Ontario
Family YMCA of Sudbury
Federated Universities at Laurentian (Huntington, Sudbury and Thorneloe)
Ford Windsor Aluminum Plant, Castings Operations
Friends of Ontario Universities
Graduate Student Association, University of Waterloo

Graduate Student Society of Queen's University (GSS)
Graduate Students' Association, Carleton University
Gray, David M., University of Ottawa
Greater Peterborough Economic Council
Guelph Chamber of Commerce
Hahn, Lisa, Laurentian University
Hearst College
Hewitt, W.E., The University of Western Ontario
Hunt, Gerald, School of Business and Economics, Nipissing University
Huron College
Huron College Faculty Association
Iscoe, Steve, Queen's University
Industrial Wood and Allied Workers of Canada, Local 2693
Institute for Government Informatics Professionals, Hull
Institute of Chartered Accountants of Ontario
Jake Thomas Learning Centre (Six Nations Reserve)
Jefferson, Anne L., University of Ottawa
Jenkins, Dominick, et al, University of Toronto
Jones, Glen A., Brock University
King's College Faculty Association
Lakehead University
Laurentian University
Laurentian University Faculty Association
Le Conseil des écoles séparées catholiques du district de Sudbury
Le Conseil de l'éducation et de la formation franco-ontariennes
London Chamber of Commerce
MacDonald, Ken, McMaster University
MacIvor, Heather, University of Windsor
Malcolmson, Robert, Queen's University
Maxwell, Diane, Peterborough
McDonel, Donald J., University of Ottawa
McInnis, R. Marvin, Queen's University
McLellan, Meagan, Guelph
McMaster University
McMaster University Faculty Association
Ministry of Natural Resources, North Bay
Ministry of Natural Resources, Parry Sound District
Municipality of Metropolitan Toronto
Neufeld, Lynn, Trent University
Nicholl, Dr. Peter, Brock University
Nicol, Barry D., Hamilton
Nipissing University
Nipissing University Faculty Association
Nipissing University Student Union (NUSU)
Nishnawbe-Aski Nation
North Bay & District Chamber of Commerce
North Bay-Mattawa Conservation Authority
Northern Centre for Instructional Leadership
Northwestern Ontario Associated Chambers of Commerce
Ontario Arts Council

Ontario Chamber of Commerce
Ontario College of Art
Ontario Confederation of University Faculty Associations (OCUFA)
Ontario Council for University Lifelong Learning
Ontario Council on Graduate Studies (OCGS)
Ontario Federation of Labour
Ontario Graduate Association
Ontario Institute for Studies in Education
Ontario Public Service Employees Union
Ontario School Counsellors' Association
Ontario Teachers Federation, North Bay
Organization of Part-time University Students (OPUS), University of Windsor
Paivalainen, Seppo, Thunder Bay
Peterborough Paper Converters Inc.
Prescott, J. University of Guelph
Queen's Student Leaders
Queen's University
Queen's University Alumni Association
Queen's University Faculty Association
Queen's University Staff Association
Rajagopal, Dagmar, Ryerson Polytechnic University
Rajagopal, P., York University
Rajan, Tilottama, The University of Western Ontario
Regional Municipality of Hamilton-Wentworth
Registered Nurses' Association of Ontario
Regroupement des gens d'affaires (RGA), Ottawa
Ross, John A., OISE - Trent Valley Centre
Ryerson Polytechnic University
St.Jerome/Renison/St.Paul/Conrad Grebel colleges (University of Waterloo)
Saint Paul University (University of Ottawa)
Saloojee, Anver, Ryerson Polytechnic University
Sawanas, Sarah, Sandy Lakes First Nations
Segalowitz, Dr. S.J., Brock University
Seneca College of Applied Arts and Technology
Siskind, Robert G., London
Skolnik, Michael, Ontario Institute for Studies in Education
Slavin, Alan, Trent University
Smyth, W.F., McMaster
Society of Graduate Students (The University of Western Ontario)
Students' Federation of the University of Ottawa Inc.
Students' General Association, Laurentian University
Students of [Wilfrid] Laurier [University]
Sudbury Better Beginnings Better Futures
Sudbury Regional Development Corporation (SRDC)
Technology Transfer and Licensing Office (TTLO), University of Waterloo
The Working Centre, Kitchener
Thunder Bay Art Gallery
Thunder Bay Chamber of Commerce
Thunder Bay District Health Unit
Toronto School of Theology

Trent University
Trent University Faculty Association
United Steelworkers of America
United Way, Windsor-Essex County
University of Guelph
University of Guelph Faculty Association
University of Guelph Central Student Association
University of Guelph Graduate Students' Association
University of Guelph Staff Association
University of Ottawa
University of Ottawa Support Staff Executive Committee
University of Sudbury, Department of Native Studies
University of Toronto
University of Toronto Alumni Association
University of Toronto Faculty Association
University of Toronto Staff Association
University of Waterloo
University of Western Ontario
University of Western Ontario, Department of English
University of Western Ontario Alumni Association
University of Western Ontario Faculty Association
University of Western Ontario Staff Association
University of Windsor
Victoria University
Weendahmagen Alcohol and Drug Abuse Treatment Centre
Weisman, Ron, Queen's University
Wellington County Separate School Board and the Wellington County Board of Education
Westinghouse Canada Inc.
Whitfield, John, Vice-President (Academic), Lakehead University
Wilfrid Laurier University
Wilson, Michael, Ottawa
Wilson, Susan, Minden
Windsor and District Chamber of Commerce
Windsor-Essex County Development Commission
York Federation of Students
York University
York University Faculty Association
Zomer, John, Trent University

Appendix D

Ontario's Projected 1994 18-20 Age Group Population, Projected Percentage Change to the Year 2000 and 1994 Registered Applicants In Full-Time Undergraduate (Year 1) Programs						
Region	Description	Population Projections		Institution(s)	1994 First-Year, Full-Time Undergraduate Registered Applicants	
		1994 18-20 Age Group	2000 (Projected Change from 1994)		Proportion of Local Institution(s) Student Intake from the Local Region	Proportion of Students from Local Region Attending Local Institution(s) Percentage
Western Ontario Zone A Zone B	Windsor & area London & area	20,213	-0.1	University of Windsor University of Western Ontario	48.0	57.6
		29,172	4.8		27.4	54.9
Central Ontario Zone C Zone D Zone E Zone F Zone G Zone H	Niagara & area	21,516	1.3	Brock University McMaster University University of Guelph, University of Waterloo, Wilfrid Laurier University	37.0	53.5
	Hamilton & area	23,603	2.9		27.3	40.4
	Central West	27,353	8.2		18.0	56.5
	Lake Huron/Georgian Bay	11,246	10.2			
	Simcoe County	12,663	11.2			
	Greater Toronto Area (GTA)					
	a) Durham	19,644	23.4			
	b) Halton	14,995	6.0			
	c) Metro Toronto	76,542	-4.1			
	d) Peel	35,411	10.4			
Eastern Ontario Zone I Zone J Zone K	e) York Regional Municipality	26,525	21.3	Ryerson Polytechnic University, University of Toronto, York University, OISE & OCA	82.7	57.3
	GTA sub-total	173,117	6.7			
	Peterborough & area	17,719	7.7		17.9	16.1
	Central East	10,579	3.3		10.4	33.1
Northern Ontario Zone L Zone M Zone N	East	37,475	7.5	Carleton University, University of Ottawa, Dominican College	42.7	72.2
	Nipissing & area	11,605	4.4		47.5	19.2
	Northeast	22,243	-4.1		60.0	52.8
	Northwest	11,083	2.5		43.7	71.5
Totals	All Regions	429,587	5.4	Nipissing University Laurentian University, Algoma & Hearst Colleges Lakehead University	47.6	53.3
	All Regions, ex. GTA	256,470	4.5		32.0	49.4
	GTA	173,117	6.7		82.7	57.3

Source: Population data are from the Ontario Ministry of Finance County Population Projections, and Registered Applicants in Full-Time Undergraduate (Year 1) Programs data are from the Ministry of Education and Training.

Notes on Appendix D:

1. Institutions listed, for which no registered applicant data are available, are the Ontario Institute for Studies in Education (OISE), Ontario College of Art (OCA) and Dominican.
2. Zone A - Windsor & area includes Essex and Kent.
3. Zone B - London & area includes Elgin, Lambton, Middlesex and Oxford.
4. Zone C - Niagara & area includes Haldimand-Norfolk Regional Municipality (R.M.) and Niagara R.M.
5. Zone D - Hamilton & area includes Brant and Hamilton-Wentworth R.M.
6. Zone E - Central West includes Perth, Waterloo and Wellington.
7. Zone F - Lake Huron/Georgian Bay includes Bruce, Dufferin, Grey and Huron.
8. Zone G - Simcoe County.
9. Zone H - GTA includes Durham, Halton, Metro Toronto, Peel and York R.M.
10. Zone I - Peterborough & area includes Hastings, Haliburton, Northumberland, Peterborough, Prince Edward and Victoria.
11. Zone J - Central East includes Frontenac, Leeds & Grenville, and Lennox & Addington.
12. Zone K - East includes Lanark, Ottawa-Carleton, Prescott & Russell, and Stormont/Dundas/Glengarry
13. Zone L - Nipissing & area includes Muskoka, Nipissing, Parry Sound and Renfrew.
14. Zone M - Northeast includes Algoma, Cochrane, Manitoulin, Sudbury District, Sudbury R.M. and Timiskaming.
15. Zone N - Northwest includes Kenora, Rainy River and Thunder Bay.

95-IV The Allocation of Government's Operating Support for the University System in 1996-97

1.0 Introduction

On November 30, 1995, the Minister of Education and Training confirmed the previous day's announcement by the Minister of Finance that the global operating transfer to the university system in 1996-97 is to be \$1,548.9 million. In addition to confirming this amount, the Minister of Education and Training announced an increase of 10 percent in formula tuition fees, together with an additional 10 points to the existing 13 points that are allowed as discretionary tuition fee room to individual institutions. Institutions are to designate 10 percent of the increased formula fees and 10 percent of any additional discretionary fees for "local institutional student aid."¹

Subsequently, on December 14, 1995, the Minister of Education and Training formally requested Council's advice on the allocation of \$1,473.9 million for the 1996-97 funding year.² The rest of the global transfer of \$1,548.9 million is earmarked as follows: \$54.03 million for the Ministry's Special Purpose Grants, \$18.96 million for pay equity and \$2.0 million as a special grant to mitigate the elimination of \$5.3 million expended on International Graduate Student Fee Waivers in 1995-96. This special grant of \$2.0 million is to provide partial assistance to institutions wishing to grandparent international students who were granted fee waivers in 1995-96, and marks the termination of the International Graduate Student Differential Fee Envelope on whose level Council provided advice in the past. Yet another envelope, that for Transition to New Corridors Grant Funding, will be terminated by the advice Council tenders in this Memorandum, advice that is consistent with a policy enunciated by Council in its past allocative memoranda and was confirmed by the current Minister of Education and Training in his formal reference letter of December 14, 1995.

In this Memorandum, Council's allocative advice, in addition to merging the Basic Formula Grants and Transition to New Corridors envelopes, encompasses five Mission-Related, Institution-Specific Envelopes (Differentiation, Northern Operations, Northern Mission, Bilingualism, Algoma Extraordinary); the Research Overheads/Infrastructure Envelope; and the Enhanced Accessibility for Students with Disabilities Envelope. As in the past, Council also advises on the amount that should be set aside as a 1996-97 contingency provision of which any unused portion is to revert to Basic Formula Grants at the end of the fiscal year. In addition, now that a portion of formula tuition fees is to be designated for financial assistance to students, Council advises on the need to approach formula fee calculations in a manner that will respect the longstanding concept of Basic Operating Income and the accompanying stipulation that prohibits the use of Basic Operating Income for student financial assistance.

2.0 Overview of Council's Approach to the 1996-97 Allocations

Council considers that its approach to 1996-97 grant allocations should take full cognizance of the grave fiscal situation in which universities currently find themselves. These institutions are already embarked on budgetary decisions whose gravity is underlined by the fact that the magnitude of 1996-97 operating grant reductions, in excess of 15 percent, is without

1. Memorandum from the Honourable John C. Snobelen, Minister of Education and Training, to Chairs, Board of Governors and Executive Heads of Provincially-Assisted Universities. OCA, OISE, Algoma, Hearst and Dominican, November 30, 1995.

2. Letter from the Honourable John C. Snobelen, Minister of Education and Training, to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, December 14, 1995.

precedent in the history of the Ontario system. The ultimate impact of these reductions is unpredictable and compounded by other uncertainties. Tuition fee policy is evidently in a state of transition as formula and discretionary fee increases become subject to new student assistance requirements. What is more, a third consecutive year of 10 percent formula fee raises continues to increase the vulnerability of institutional revenues to in-year changes in registered enrolment. These changes may vary unpredictably with each institution's market position in relation to student price sensitivities. And well before their 1996-97 enrolment levels and tuition revenues are known, universities will have devoted substantial energy to the Ministerial consultation process on post-secondary education. This process, announced by the Minister on November 30, 1995, is to be launched by a Ministry discussion paper whose scope will include "issues such as differentiated fees for professional and graduate programs; accessibility to post-secondary education; cooperation between the college and university sectors in programming and granting of credits; and the rationalizing of programs within each sector".³

It is apparent to Council that Ontario's universities are labouring under substantial burdens in an environment fraught with uncertainties. For the purposes of this Memorandum, Council has deemed it imperative to provide its advice not only expeditiously but in a manner that is predictably consistent with the allocative approach it took in 1995-96.

For 1995-96, the level of operating grants subject to Council's allocative advice was \$1,758.5 million. As shown in Table 1, an in-year cut of \$16.8 million announced by the Government on July 21, 1995, reduced this amount to \$1,741.7 million. In Advisory Memorandum 94-III, Council's allocative approach, after adjusting Transition to New Corridors funding so as to raise the transition BIU value to 97 percent of the system average Base BIU value, had applied a uniform cut of 1.3 percent to all envelopes save for Enhanced Accessibility for Students with Disabilities (hereafter referred to as the Disabilities Envelope).

When the July 21st in-year cut of \$16.8 million was announced, it was implemented by the Ministry through the expedient of eliminating Council's 1995-96 contingency provision of \$500,000 and financing the remaining \$16.3 million from the Basic Formula (\$14.6 million) and Transition to New Corridors (\$1.7 million) Envelopes. This expedient measure eroded the balance that Council's 1995-96 advice had sought to achieve among the envelopes under its purview.

In formulating its 1996-97 allocative advice, Council considers that predictable consistency is a matter of respecting the three core features of its 1995-96 approach. First, as mentioned in the introductory section of this Memorandum, the Transition to New Corridors Envelope should be merged with the Formula Grants Envelope by raising the transition BIU value to 100 percent of the system average Base BIU value. This requires a 16.3 percent reduction in the 1995-96 Formula Grants Envelope and a 12.7 percent reduction in the 1995-96 Transition to New Corridors Envelope, yielding a 16.0 percent reduction in the newly merged Basic Formula Grants Envelope. Second, the balance that Council struck among its envelopes in Advisory Memorandum 94-III prior to the \$16.8 million cut of July 1995 should be restored. This entails reducing, from their 1995-96 level, all remaining envelopes, save the Disabilities Envelope, by 16.3 percent. Finally, there should be no cut in the Disabilities Envelope. This is consistent with Council's 1995-96 approach and also with the November 29, 1995 statement

3. Memorandum from the Honourable John C. Snobelen, Minister of Education and Training, to Chairs, Boards of Governors and Executive Heads of Provincially-Assisted Universities, OCA, OISE, Algoma, Hearst and Dominican, November 30, 1995.

of the Minister of Finance, which exempted provincial transfers for municipal transit services to the disabled from any reduction.⁴

The dollar consequences of the above features of Council's allocative advice for 1996-97 are all tabulated in Table 1, wherein there also appears Council's recommended contingency provision for that year, which is identical to the \$500,000 set aside for 1995-96.

Council now proceeds to spell out, envelope by envelope, the formal recommendations that follow from its allocative approach. Matters involving any institution-specific adjustments are noted where warranted. At the end of this document, Table 2 summarizes all of Council's grant recommendations by institution, and Table 3 displays the distribution of Basic Operating Income (BOI) by institution.

3.0 Basic Formula Grants

Raising the value of the Transition to New Corridor Basic Income Unit to 100 percent of the system average Base BIU value produces, as of 1996-97, a single Basic Formula Grants Envelope whose level, as indicated in Table 1, is \$1,415.5 million. This amount is the sum of \$1,264.2 million representing continuing Base BIUs and \$151.3 million representing the Transition BIUs that thereupon become full-value Base BIUs. The institutional breakdown of 1996-97 Basic Formula Grants is displayed in Table 2. The Table 2 institutional grant allocation, together with the Table 3 institutional BOI allocation, is provisional pending official corridor confirmation and excludes any adjustment for international student fees.

The grant allocation shown in Table 2 reflects the continuation of an ongoing negotiated reduction of 375 undergraduate medical BIUs at the University of Toronto. It also reflects the scheduled phase-out in the funding eligibility of Additional Qualifications (AQ) courses for in-service elementary and secondary school teachers. For the rest, the Table 2 allocation has been formulated with due regard to three institution-specific situations.

(1) The merger agreement between the University of Toronto and the Ontario Institute for Studies in Education. This merger is to take effect on July 1, 1996, two months after the commencement of the 1996-97 university fiscal year. As of that date, pursuant to the merger agreement approved by Government in 1994, the University of Toronto corridor is to be increased by OISE's 1995-96 Base and Transition BIUs. The grant and formula fee levels associated with these BIUs are to be discounted by 8.6 percent to reflect the economies that arise from the merger. For the purpose of the institution-by-institution grant tabulation that appears in Table 2, OISE's grant figure is the sum of one-sixth of the grant generated by its 1995-96 corridor plus five-sixths of the discounted grant that will become payable directly to the University of Toronto as of July 1.

(2) Hearst College. Under the formula provisions, when an institution falls below its corridor, it can be funded by its moving-average enrolment and lose Formula Grant income, or negotiate a corridor reduction that may or may not cushion the institution from income loss. Funding Hearst College according to its moving-average enrolment resulted in an estimated formula grant loss of \$134,000 in the 1995-96 funding year and will result in an approximate loss of \$225,000 in 1996-97. This is because Hearst's 1995-96 five-year moving-average of 160 BIUs was 15 BIUs below its corridor floor of 175 BIUs (180 BIUs minus 3 percent) and, given a 1995-96 estimated count of only 87 BIUs, will be 38 BIUs below its corridor floor in 1996-97.

4. 1995 Fiscal and Economic Statement, the Honourable Ernie Eves, Minister of Finance, Ontario, November 29, 1995, p. 18.

Table 1
Grants Available for Allocation in 1996-97 in Comparison to 1995-96 OCUA Recommendations and 1995-96 Allocations after the July 21, 1995 Grant Reduction (\$000)

	OCUA Recommendations 1995-96 (Col. A)	Allocations After Ministry Allocated July 21, 1995 Reduction 1995-96 (Col. B)	Change Compared to 1995-96 OCUA Recommendations:		OCUA Recommendations 1996-97 (Col. E)	Change Compared to 1995-96 OCUA Recommendations:		Change Compared to 1995-96 Ministry Allocated July 21, 1995 Reduction:	Percentage (Col. I) See Note 3
			\$ Change (Col. C)	Percentage (Col. D)		\$ Change (Col. F)	Percentage (Col. G) See Note 2		
1. Total Operating Grants (excluding Pay Equity)	1,821,024.0	1,804,224.0	(16,800.0)	-0.9%	1,529,961.0	(291,063.0)	-16.0%	(274,263.0)	-15.2%
2. Less Ministry of Education and Training items:									
a) Special Purpose	53,058.0	53,058.0	0.0	0.0%	54,029.0	971.0	1.8%	971.0	1.8%
b) Expenditure Control Plan Cash Flow Adjustment	9,500.0	9,500.0			2,000.0				
c) 1996-97 Partial Assistance - International Graduate Student Fee Waivers					56,029.0	(6,529.0)	-10.4%	(6,529.0)	-10.4%
d) Sub-Total	62,558.0	62,558.0	0.0	0.0%	1,473,932.0	284,534.0	-16.2%	(267,734.0)	-15.4%
3. Operating Grants Available for Council Advice	1,758,466.0	1,741,666.0							
4. Enrolment-Based Formula Grants									
a) Formula Grants	1,510,925.0	1,496,303.1	(14,621.9)	-1.0%	1,264,170.0	(246,755.0)	-16.3%	(232,133.1)	-15.5%
b) Transition to New Corridors Grants	173,404.0	171,725.9	(1,678.1)	-1.0%	151,307.0	(22,097.0)	-12.7%	(20,418.9)	-11.9%
c) Sub-Total - Basic Formula Grants (see Note 1)	1,684,329.0	1,668,029.0	(16,300.0)	-1.0%	1,415,477.0	(268,852.0)	-16.0%	(252,552.0)	-15.1%
5. Mission-Related, Institution-Specific Grants									
a) Northern Operations	7,670.0	7,670.0	0.0	0.0%	6,417.0	(1,253.0)	-16.3%	(1,253.0)	-16.3%
b) Northern Mission	2,696.0	2,696.0	0.0	0.0%	2,256.0	(440.0)	-16.3%	(440.0)	-16.3%
c) Bilingualism Grants	23,323.0	23,323.0	0.0	0.0%	19,514.0	(3,809.0)	-16.3%	(3,809.0)	-16.3%
d) Differentiation Grant	1,608.0	1,608.0	0.0	0.0%	1,346.0	(262.0)	-16.3%	(262.0)	-16.3%
e) Algoma Extraordinary	645.0	645.0	0.0	0.0%	540.0	(105.0)	-16.3%	(105.0)	-16.3%
f) Sub-Total	35,942.0	35,942.0	0.0	0.0%	30,073.0	(5,869.0)	-16.3%	(5,869.0)	-16.3%
6. Other Operating Grants									
a) Research Overheads/Infrastructure Funding Envelope	27,477.0	27,477.0	0.0	0.0%	22,990.0	(4,487.0)	-16.3%	(4,487.0)	-16.3%
b) International Graduate Student Differential Fee Waivers	5,326.0	5,326.0	0.0	0.0%	0.0	(5,326.0)	-100.0%	(5,326.0)	-100.0%
c) Enhanced Accessibility for Students with Disabilities	4,892.0	4,892.0	0.0	0.0%	4,892.0	0.0	0.0%	0.0	0.0%
d) Sub-Total	37,695.0	37,695.0	0.0	0.0%	27,882.0	(9,813.0)	-26.0%	(9,813.0)	-26.0%
7. Contingency Funds	500.0	0.0	(500.0)	-100.0%	500.0				

Notes:

- Effective in the 1996-97 funding year, the Formula Grants and Transition to New Corridors Grants funding envelopes are merged into a single enrolment-based funding envelope known as the Basic Formula Grants funding envelope.
- The percentage change shown in Column G compares the 1996-97 OCUA Recommendations to the 1995-96 OCUA Recommendations which were made prior to the in-year reduction. The 1996-97 OCUA Recommendations result in the same percentage reduction to all funding envelopes except the Disabilities Funding Envelope which is maintained at its 1995-96 level and the Transition to New Corridors funding envelope which is reduced by 12.7 percent in comparison to the 1995-96 level recommended by OCUA for this funding envelope.
- The percentage change shown in Column I compares the 1996-97 OCUA Recommendations to the 1995-96 Ministry of Education and Training Allocations after the July 21, 1995 grant reduction.

Hearst has proposed that Council lower its corridor from 180 to 120 BIUs. In addition to this one-third reduction in its corridor, Hearst has requested that its base funding be maintained at the 1993-94 level of \$971,830 for each of the next five years, a level of formula protection that has no parallel in the Ontario university system.

After careful deliberation, Council has decided not to offer the College the revenue protection it has requested. Council appreciates the energetic manner in which Hearst is pursuing solutions to its shrinking enrolment, whose decline among part-time students is even more pronounced than among full-time students. It remains to be seen whether Hearst's commendable off-campus initiatives in Kapuskasing and Timmins can bolster its enrolment level. This level will otherwise continue to fall short of any reasonably reduced corridor. Current plans may at best raise Hearst's enrolment to between 125 and 130 BIUs within three years.

Council is satisfied that the over-all financial condition of Hearst College does not pose a clear and present danger to its viability. It may well be, especially in the wake of the Minister's imminent consultation process on the future of post-secondary education, that a fundamental reappraisal of the sustainability of Hearst in its present form will be in order. It must be said that, on a Full-Time Equivalent student basis, Hearst's total provincial grant funding of some \$25,000 per student is arrestingly high. What is more, its FTE student to full-time faculty ratio of 5 to 1 is simply not sustainable in a climate of fiscal contraction. The acid test for all concerned lies in positive, quantified evidence that Hearst's enrolment is moving to a level that is commensurate with its laudable mission of serving university needs in its far-northern region.

(3) Ontario College of Art. In 1990-91, OCA's moving-average enrolment fell below its corridor floor of 2,506 BIUs (corridor mid-point of 2,583 BIUs minus 3 percent). After due deliberation, Council responded by recommending an extraordinary and temporary arrangement, which reduced OCA's corridor mid-point from 2,583 to 2,500 BIUs, yielding a revised corridor floor of 2,425 (temporary corridor mid-point of 2,500 BIUs minus 3 percent). This arrangement, which was approved by the Minister, was scheduled to end at the close of the 1994-95 funding year.

In Advisory Memorandum 94-III, Council considered a College request that OCA's extraordinary and temporary corridor arrangement receive an extension. In concurring with this request, Council very explicitly stipulated that the extension be "for the 1995-96 funding year only". For 1996-97, Council considers that it must honour this stipulation. But given its positive view of ongoing developments, Council is prepared to offer the College, for the 1996-97 funding year only, what can fairly be called a half-loaf. It accordingly proposes to allow OCA, on the way to returning to its original corridor mid-point of 2,583 BIUs, a transitional 1996-97 corridor mid-point of 2,542 BIUs. This allowance enters into the OCA grant and BOI figures that appear in Tables 2 and 3, wherein OCA's grant losses continue to be associated with a moving-average enrolment that is below corridor floor.

Council is satisfied that these grant losses will not jeopardize ongoing OCA developments, which are altogether most encouraging. Since 1993, Government has provided special assistance to the College for restructuring OCA's academic and administrative operations. This includes funding the remuneration of the individuals who have headed a College Restructuring Team and subsequently a Restructuring Implementation Committee. It has been reported to Council that the College is on the threshold of a new era in which, under a new name - the Ontario College of Art and Design - it is proposing to offer separate diploma streams in Fine Art and Design after a common Foundation Year with a higher student intake capacity, further reduce credit hours for full-time study, and modify residency requirements to make it possible for qualified community college graduates to enter the fourth diploma year.

Having duly recorded all the institution-specific situations that underly the basic formula grant and BOI calculations displayed in Tables 2 and 3, Council *recommends to the Minister:*

OCUA 95-39

BASIC FORMULA GRANT ALLOCATION FOR 1996-97

THAT \$1,415.5 million in Basic Formula Grants be made available in 1996-97 to the provincially-assisted universities and their affiliated colleges, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College, according to the operating grants formula resulting in the initial allocation shown in Table 2, which includes a 1996-97 contingency provision of \$500,000, any unused portion of which is to revert to formula distribution.

4.0 Mission-Related Institution-Specific Funding Envelopes

This section contains Council's recommendations on Differentiation Grants, Northern Ontario Grants (Operating and Mission), Bilingualism Grants and the Extraordinary Grant for Algoma College.

4.1 Differentiation Grants

Ministerial acceptance of Council's Advisory Memorandum 80-VI established Differentiation Grants as a new funding envelope in 1981-82.⁵ The only institution that has ever qualified for a Differentiation Grant and continues to do so is Trent University. Because a second institution, Nipissing University, as noted in Advisory Memorandum 94-III, has expressed interest in its possible eligibility for a Differentiation Grant, Council considers it appropriate to review this envelope's underlying concepts as a prelude to its formal recommendations on the level of the Trent University Differentiation Grant for 1996-97.

When the Council of Ontario Universities requested further information on the criteria that Council had in mind when the initial Differentiation Grant was announced in 1981, its then Chairman, Dr. William C. Winegard, provided a list of four criteria in a letter dated March 4, 1981, to the then Executive Director of Council of Ontario Universities, Dr. Edward J. Monahan. To quote directly from Dr. Winegard's letter, these criteria entail:

- (a) a willingness by the institution to accept a particular role as discussed with Council;
- (b) a recognition that the role accepted sets the institution apart from the others and restricts the institution to development in clearly defined ways;
- (c) a lack of flexibility imposed by the formula should the institution accept the role;
- (d) a need for the institution to make internal adjustments in order to carry out its accepted role in an efficient and effective manner.⁶

5. Ontario Council on University Affairs, "Advisory Memorandum 80-VI, The Allocation of the Government's Operating Support for the University System in 1981-82," *Seventh Annual Report 1981-82*, pp. 131-132.

6. Letter from Dr. William C. Winegard, Chairman of the Ontario Council on University Affairs, to Dr. Edward J. Monahan, Executive Director of the Council of Ontario Universities, March 4, 1981.

Trent's first Differentiation Grant in 1981-82 was preceded by two years of sustained discussion between the institution and Council. Pursuant to criteria (a) and (b), the distinguishing characteristic that was stressed and accepted, was Trent's almost exclusive engagement in the provision of undergraduate Arts and Science education. In line with this defining characteristic, Trent's initial Differentiation Grants were made on the condition that Trent, pursuant to criterion (d), make internal adjustments to ration and consolidate its graduate offerings, terminate master's degree programs in Chemistry, History and Physics, and eliminate its cumulative operating fund deficit.

By 1986-87 these conditions had been met whereupon, pursuant to criterion (c), Council undertook a systematic study to determine any reasons why Trent's clearly differentiated role might not be accommodated under normal formula funding. The reasons, documented in Council's Advisory Memorandum 89-IV, lie primarily in the absence of the cross-subsidization inherent in professional programs and in deeply embedded physical plant constraints, which preclude the course and section sizes that are necessary in order to be financially viable under formula funding.⁷

Council has related these historical circumstances so that Nipissing, or for that matter any other institution, may be better able to assess whether its position warrants the serious pursuit of differentiation funding. What remains is the matter of formally recommending Trent University's 1996-97 Differentiation Grant, whose level should reflect the allocative approach outlined in this Memorandum and hence be reduced by 16.3 percent.

Accordingly, Council *recommends to the Minister:*

OCUA 95-40

DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1996-97

THAT a Differentiation Grant of \$1,346,000 be made to Trent University in 1996-97.

4.2 Northern Ontario Grants (Operations and Missions)

Since 1975-76, Northern Ontario Operations Grants have served to provide for the costs that accrue to universities for operating "in the north". For their part, Northern Ontario Mission Grants have been made since 1988-89 to recognize the cost of special services "for the north". Northern Ontario Mission Grants are monitored by the Ministry. The Ministry also provides, from its Special Purpose Grants, support for off-campus courses taught in remote locations by northern institutions. In his reference letter to Council of December 14, 1995, the Minister stipulated that this off-campus course support would be rolled into the amount designated for Council advice in 1997-98.

Before proceeding to its 1996-97 recommendations on Northern Ontario Operations and Mission Grants, Council wishes to invite the northern institutions to consider, in the course of the next 12 months, how Council might go about formulating the advice it will be tendering for the 1997-98 funding year. One possibility is simply to incorporate off-campus support into the Northern Ontario Mission Grants. An alternative approach would involve terminating the distinct categories of Operations and Mission Grants in favour of a single Northern Ontario Grant. Given the decline in the funds that have been available for these two categories, the greater flexibility occasioned by a single grant, coupled with the termination of reporting

7. Ontario Council on University Affairs, "Advisory Memorandum 89-IV, Trent University Differentiation Grant Review," Sixteenth Annual Report 1989-90, pp. 141-146.

requirements associated with the Ministry monitoring of Mission Grants, warrants constructive exploration.

For 1996-97, in keeping with the allocative approach outlined in this Memorandum, Northern Ontario Operations and Mission Grants should be reduced by 16.3 percent and distributed among the institutions on the same basis as in 1995-96.

Accordingly, Council *recommends to the Minister:*

OCUA 95-41

NORTHERN ONTARIO OPERATIONS GRANTS 1996-97

THAT \$6.417 million in Northern Ontario Operations Grants be made available in the following amounts:

Lakehead University	\$2,715,000
Laurentian University	2,620,000
Algoma College	208,000
Laurentian (Algoma)	64,000
Hearst College	177,000
Nipissing University	633,000

OCUA 95-42

NORTHERN ONTARIO MISSION GRANTS 1996-97

THAT \$2.256 million in Northern Ontario Mission Grants be made available in the following amounts:

Lakehead University	\$954,000
Laurentian University	921,000
Algoma College	73,000
Laurentian (Algoma)	22,000
Hearst College	62,000
Nipissing University	223,000

4.3 Bilingualism Grants

Bilingualism grants are provided to bilingual universities and their affiliates in recognition of the fact that bilingual operations generate incremental costs that are not borne by unilingual institutions.

With respect to these grants, the sole current issue that has generated ongoing Council deliberation involves the eligibility of Collège Dominicain for such support. In Advisory Memorandum 94-III, Council acknowledged Dominicain's formal request to the Ministry, dated December 23, 1994, for a bilingualism grant, and the Ministerial reference it subsequently received concerning this matter on March 17, 1995.

Dominicain is a university-level Roman Catholic institution in Ottawa. Because it is not affiliated with an Ontario university, all of which must be non-denominational to qualify for full provincial assistance, its formula grants, pursuant to longstanding Government policy, are discounted by 50 percent.

Since its foundation in 1909, Dominicain, in addition to its academic offerings in theology, has given an undergraduate philosophy program in French. In 1992, the College

initiated a parallel section of the same program in English. After mounting, by 1994-95, all three years of this English-language section for slightly more than 30 FTE students, Dominican asked for consideration as a Bilingualism grant recipient.

At a time when program proliferation is of mounting concern, Council has difficulty in discerning whether Dominican's decision to mount an English-language section in undergraduate philosophy can be said to fill an unmet societal need in a city which, being home to Carleton University, the bilingual University of Ottawa and the latter's affiliate St. Paul University, appears to have no shortage of philosophy programs. What is more, it seems self-evident that such a section can hardly be said to enhance educational opportunities in the French language.

These threshold questions aside, Council observes that the level of the Bilingualism grant which Dominican proposes is \$150,000. Even if subjected to the 50 percent discount that is applied to Dominican's formula grants, the College's Bilingualism grant would exceed the level of formula support to which it will be entitled in 1996-97. As indicated in Table 2, the level of this support will be \$62,000.

In these circumstances, it appears to Council that the matter of adjudicating Dominican's Bilingualism grant request is distinctly secondary to a far more fundamental issue: the perpetuation of Dominican's discounted formula grants through lack of an affiliation with an Ontario university. In the result, Dominican's students in philosophy and theology constitute the sole student body in provincially-supported university-level institutions in Ontario that fails to attract full funding under the provincial formula. This striking anomaly has an obvious structural remedy.

Council is encouraged to learn that a Dominican affiliation with Canada's most comprehensive nondenominational bilingual institution, the University of Ottawa, is currently a realistic prospect. Council warmly invites a positive outcome, whose consummation it would accommodate by recommending an appropriate adjustment to the University of Ottawa's formula grant corridor in a future advisory memorandum.

As for the level of 1996-97 Bilingualism grants to the relevant institutions, Council, in keeping with the allocative approach outlined in this Memorandum, considers that these grants should be reduced by 16.3 percent and distributed among the currently eligible institutions on the same basis as in 1995-96.

Accordingly, Council *recommends to the Minister:*

OCUA 95-43

BILINGUALISM GRANTS 1996-97

THAT \$19.514 million in Bilingualism grants be made available in the following amounts:

Laurentian University	\$ 3,330,000
Sudbury (Laurentian University)	179,000
Hearst College	128,000
University of Ottawa	12,869,000
St. Paul (University of Ottawa)	1,337,000
Glendon (York University)	1,671,000

4.4 Extraordinary Grant for Algoma College

In Advisory Memorandum 94-III, Council summarized the history of the Extraordinary Grant for Algoma College and deferred the possibility of transferring some level

of this grant to the College's base funding, pending the outcome of the Resource Allocation Review. This outcome will remain pending in deference to the Minister's forthcoming consultation process on post-secondary education.

There is a second reason why Council considers it inopportune to examine the structure of Algoma's grant funding at this time. Council is well aware of Algoma's proposal to secure independent degree-granting status under the name Shingwauk University. Such a proposal will have to be considered in the context of the desire clearly expressed by Aboriginal peoples for appropriate Aboriginal control of their education.

At this time, it is well known that the federal government's landmark Royal Commission on Aboriginal Peoples is to publish its multi-volume Report in the course of the next few months. Council is apprised that this Report will offer an in-depth commentary on Aboriginal education, and notably on Aboriginal control of educational institutions.

In this light, Council considers it all the more advisable to make no change in the grant structure that currently finances Algoma College and accordingly to leave the College's Extraordinary Grant in place. The level of this grant should reflect the allocative approach outlined in this Memorandum and hence be reduced by 16.3 percent.

Consequently, Council *recommends to the Minister:*

OCUA 95-44

EXTRAORDINARY GRANT FOR ALGOMA COLLEGE

THAT an Extraordinary grant of \$540,000 be made to Algoma College in 1996-97.

5.0 Research Overheads/Infrastructure Grants

These grants are allocated on the basis of each institution's proportionate share of peer-adjudicated research funding awarded to Ontario universities by the three major federal research granting councils, namely the Medical Research Council (MRC), the Natural Sciences and Engineering Research Council (NSERC), and the Social Sciences and Humanities Research Council (SSHRC). The shares are calculated annually on the basis of a three-year moving-average, which for the 1996-97 funding year embraces 1992-93, 1993-94 and 1994-95.

In keeping with the allocative approach outlined in this Memorandum, the amount made available for Research Overheads/Infrastructure Grants should be reduced by 16.3 percent and distributed among the institutions in accordance with established practice.

Accordingly, Council *recommends to the Minister:*

OCUA 95-45

RESEARCH OVERHEADS/INFRASTRUCTURE GRANTS

THAT \$22.990 million in Research Overheads/Infrastructure grants be made available in 1996-97 according to the allocation displayed in Table 2.

6.0 Enhanced Accessibility for Students with Disabilities Envelope

This envelope was initiated in the 1988-89 funding year. Until 1994-95, grants were allocated on the basis of each institution's share of Base BIUs, subject to a funding floor provision which was established to ensure staffing of an office dedicated to serving persons

with disabilities. Thereupon, distribution became based on a three-year moving-average of Full-Time Equivalent student enrolments, again with a funding floor provision.

Council is well aware of an alternative approach that would endeavour to allocate this envelope in a manner that would be sensitive to the inter-institutional distribution of disabled students. Due consideration, however, has indicated that this is easier said than done. As noted in Advisory Memorandum 93-III, the question of devising disability identification and data reporting requirements which are verifiably seen to be fair without being unduly burdensome looms large.⁸ Subsequently, Council's Student Affairs Committee concluded in the early summer of 1995 that change should be held in abeyance pending further examination with which Council will proceed in 1996.

Council will return to this matter at the end of this Memorandum. For the 1996-97 funding year, Council considers that the Disabilities Envelope should be distributed on the same basis as in 1995-96. In keeping with the allocative approach outlined in this Memorandum, the amount available for distribution in the 1996-97 funding year should remain unchanged.

Accordingly, Council *recommends to the Minister:*

OCUA 95-46

*ENHANCED ACCESSIBILITY FOR STUDENTS WITH DISABILITIES
ENVELOPE*

THAT \$4.892 million be made available in 1996-97 according to the allocation displayed in Table 2.

7.0 Formula Fees, Basic Operating Income and Student Assistance

In the introductory section of this Memorandum, Council observed that the Minister of Education and Training, upon announcing a 10 percent increase in formula tuition fees together with an additional 10 points of discretionary tuition fee room, directed institutions to designate 10 percent of the additional formula fees and 10 percent of any additional discretionary fees for local institutional student aid. Pursuant to the Government's Ontario Operating Funds Distribution Manual, revenue from discretionary tuition fee room, which dates from 1980-81, has never been considered part of an institution's Basic Operating Income (BOI) and thus may be applied to any category of expenditure, including student assistance. This leaves the matter of the 10 percent increase in formula fees, of which 10 percent or one point is to be expended on student aid.

Council has approached this matter from the standpoint of the longstanding rule cited in Advisory Memoranda 79-XII and 85-IX, pursuant to which eligible institutional expenditures from BOI, which includes formula fees, specifically exclude spending on student aid. Both because this rule remains unchanged and because BOI has been a standard measure used to track year-to-year changes in institutional income under universally-understood stipulations, Council considers that it should calculate institutional BOI for 1996-97 on the basis of a formula fee increase that is net of the Ministerially-determined set-aside for student aid.

Accordingly, Council has calculated the BOI data displayed in Table 3 on the basis of a 9 percent increase in formula fees. It may well be that the Ministry of Education and Training, which will need to verify institutional student aid financed under Ministerial directive

8. Ontario Council on University Affairs, "Advisory Memorandum 93-III, Review of the Distribution Mechanism for the Enhanced Accessibility for Students with Disabilities Funding Envelope," pp. 199-214, especially p. 207.

from formula or discretionary fees, will find it useful to supplement the concept of Basic Operating Income with a new concept, Student Assistance Income. This can be left for future determination. At this time, what Council deems to be of overriding importance is that those formula fees, which constitute an integral part of BOI, be calculated as such.

Consequently, Council *recommends to the Minister:*

OCUA 95-47

FORMULA FEES AND BASIC OPERATING INCOME

THAT, for 1996-97 and until such time as there might be a policy change in the concept of Basic Operating Income, the formula fees that form part of Basic Operating Income be calculated net of any portion of such fees that can be devoted to student assistance.

8.0 Conclusion

As stated at the outset of this Memorandum, Council's overriding concern in tendering the present allocative advice has been to do so in a manner that is both expeditious and predictably consistent with its 1995-96 allocative advice. In the wake of Council's mid-December solicitation of any eleventh-hour views on its allocative task, institutional responses were gratifyingly expeditious.

Council appreciates that some institutions may be more comfortable with consistency than others. Looking ahead to the next round of allocative advice, which will embrace 1997-98, it may be that predictable consistency should again trump other considerations. The imminent Ministerial consultation exercise on post-secondary education will doubtless shed light on the situation, to say nothing of the timeliness of Government's own response to this exercise.

In this Memorandum, Council has indicated that a near-term simplification of Northern Ontario grants may beckon. In the realm of Disabilities grants, the issue is how to reconcile ostensibly desirable revisions with simplicity. Meantime, the concern of certain institutions over achieving parity in inter-institutional BOI/BIU values must necessarily await the outcome of the Ministerial consultation exercise. So must institutional concerns over research funding and additional tuition fee discretion affecting second-entry professional and graduate programs. In the year that lies ahead, Council considers that it can best serve Government and the institutions in a manner that will respect the immediate priority that should be accorded to the Ministerial consultation exercise. Council is mindful of the extent to which this exercise will shed light upon some of the fundamental issues that were addressed in the Resource Allocation Review.

Dr. J. Stefan Dupré,
Interim Chair

January 12, 1996

Table 2
Distribution of Operating Grants Generated by Recommendations in Advisory Memorandum 95-1V
(\$'000)

Institution	Enrolment-Based Formula Grants	Mission-Related, Institution-Specific					Research Overheads/Infrastructure Grants	Enhanced Accessibility for Students with Disabilities	Total Grants				
		Northern Operations Grants	Northern Mission Grants	Bilingualism Grants	Differentiation Grants	Extra-ordinary Grants			Change in Comparison to 1995-96 Allocations Before Reduction:		Change in Comparison to 1995-96 Allocations After Reduction:		
									Dollar Change	Percentage Change		Dollar Change	Percentage Change
Brook	32,635						148	32,927	(6,786)	-17.1%	(6,379)	-16.2%	
Carlson	74,353						838	75,490	(15,282)	-18.0%	(14,385)	-16.0%	
Guelph	83,968						1,432	85,625	(15,532)	-15.4%	(14,609)	-14.6%	
Lakeland	21,866	2,715	954				108	25,760	(5,370)	-17.2%	(5,097)	-16.5%	
Laurentian	25,899	2,620	921	3,509			110	33,170	(6,698)	-16.8%	(6,374)	-16.1%	
Algoma	2,143	208	73			540		3,055	(764)	-16.9%	(708)	-15.9%	
Laurentian (Algoma)	618	64	22				90	704	(included in Algoma)				
Hearst	550	177	62	128				978	(295)	-23.2%	(294)	-23.1%	
McMaster	92,758						2,639	95,661	(17,259)	-15.3%	(16,234)	-14.5%	
Nipissing	6,006	633	223					90	6,952	(1,488)	-17.6%	(1,408)	-16.8%
Ottawa	110,732			14,206			1,685	126,959	(23,797)	-15.8%	(22,541)	-15.1%	
Queen's	102,119						1,976	104,359	(18,576)	-15.1%	(17,458)	-14.3%	
Ryerson	54,354						41	54,652	(11,383)	-17.2%	(10,713)	-16.4%	
Toronto	298,231						8,421	307,396	(56,426)	-15.5%	(53,175)	-14.7%	
OISE	18,884						94	19,016	(4,621)	-19.5%	(4,427)	-18.9%	
Trent	17,545				1,346		130	19,111	(3,998)	-17.3%	(3,777)	-16.5%	
Waterloo	104,151						1,806	106,262	(20,258)	-16.0%	(19,070)	-15.2%	
Western	132,108						2,265	134,808	(26,689)	-16.5%	(25,141)	-15.7%	
Wilfrid Laurier	29,521						85	29,725	(6,271)	-17.4%	(5,902)	-16.6%	
Windsor	55,925						358	56,502	(11,423)	-16.8%	(10,751)	-16.0%	
York	143,634			1,671			854	146,693	(29,821)	-16.9%	(28,070)	-16.1%	
OCA	7,415						90	7,505	(1,774)	-19.1%	(1,678)	-18.3%	
Dominican	62							122	(44)	-26.5%	(42)	-25.8%	
Total	1,415,477	6,417	2,256	19,514	1,346	540	22,990	1,473,432	(284,534)	-16.2%	(268,235)	-15.4%	
	500							1,473,932					
								Total OCJIA Recommended Operating Grants including Continuity Funds					

Notes: 1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institutions.

2. Bilingualism grants for affiliated institutions are included with the parent institutions.

3. The OCA Allocations in 1996-97 reflect the allocations to Formula (prior to foreign fee adjustments), Transition, Northern Operations & Mission, Bilingualism, Differentiation, Algoma Extraordinary, Research Overheads/Infrastructure Funding, International Graduate Student Differential Fee Waivers, and the Enhanced Accessibility for Students with Disabilities.

4. In 1996-97 Basic BCI declines 9.1%. This includes Formula Grants, Base Formula Fees, Transition Formula Fees and the \$8.37 million AQ fee adjustment.

5. Basic Formula Grants have been distributed on the basis of BCI shares adjusted to reflect the Strategic Corridor reduction. University of Toronto's Base BCI as a result of the Ministry of Education and Training agreement with the University of Toronto. The merger is effective July 1, 1996 (see Section regarding undergraduate moderate enrolments, July, 1993). Basic Formula Grants for OISE reflect the 8.6% reduction to OISE as a result of the merger of OISE with the University of Toronto.

6. Formula Grants for Hearst College, the Ontario College of Art have been calculated on a moving-average basis. OCA's moving-average BCI are 42 BCI below the lower limit of their adjusted corridor of 2,542 BCI, and the moving-average BCI is 38 BCI below the lower limit of their corridor of 180 BCI.

7. The 1996-97 BCI used for purposes of the allocations do not reflect the Hearst/General undergraduate BCI related adjustments; 1992-93, 1993-94 and 1994-95 BCI counts do reflect such adjustments. Ryerson's BCI and Formula Fees continue to reflect the single weight and single formula fee to ensure consistent in-streams for both BCI and Formula Fees and in the absence of New Corridor BCI and Formula Fees reflecting university status.

8. Algoma College dollar and percentage change reflects total grants for both the direct and pseudo-campus portions.

Table 3

Distribution of Basic Formula Grants, BASE BOI and Total 1996-97 OCUA Recommended Grants Plus Slip-Year Formula Fees at 1996-97 Fee Rates (\$000)

Institution	Basic Formula Grants			BASE BOI			Total Grants plus Slip-Year Formula Fees at 1996-97 Fee Rates		
	Preliminary 1995-96 (after in-year grant reduction and prior to foreign fee adjustment)	1996-97	Percentage Change	Preliminary 1995-96 (after in-year grant reduction and prior to foreign fee adjustment)	1996-97	Percentage Change	Preliminary 1995-96 (after in-year grant reduction and prior to foreign fee adjustment)	1996-97	Percentage Change
Brock	38,951	32,635	-16.2%	55,657	50,844	-8.6%	57,227	52,707	-7.9%
Carelton	88,168	74,353	-15.7%	122,411	111,679	-8.8%	128,671	114,750	-10.8%
Guelph	97,879	83,968	-14.2%	125,763	114,361	-9.1%	129,220	115,326	-10.8%
Lakehead	26,185	21,866	-16.5%	37,090	33,753	-9.0%	45,600	41,117	-9.8%
Laurentian	30,860	25,899	-16.1%	44,187	40,426	-8.5%	54,057	47,853	-11.5%
Algoma	2,553	2,143	-16.2%	3,712	3,406	-8.3%	4,819	4,369	-9.2%
Laurentian (Algoma)	740	618	-16.2%	1,084	994	-8.3%	1,231	1,123	-8.8%
Hearst	772	550	-28.8%	1,071	836	-21.9%	1,487	1,169	-21.4%
McMaster	108,184	92,758	-14.3%	139,701	127,112	-9.0%	145,532	132,354	-9.1%
Nipissing	7,247	6,006	-17.1%	10,882	9,967	-8.4%	12,826	11,962	-6.7%
Ottawa	129,697	110,732	-14.6%	171,227	156,000	-8.9%	192,070	173,129	-9.9%
Queen's	118,674	102,119	-13.9%	152,083	138,534	-8.9%	156,337	141,482	-9.5%
Ryerson	65,095	54,354	-16.5%	91,513	83,151	-9.1%	96,648	90,933	-5.9%
Toronto	348,532	298,231	-14.4%	444,381	402,224	-9.5%	455,651	410,946	-9.8%
OISE	23,045	18,884	-18.1%	26,502	22,382	-15.5%	27,143	22,908	-15.6%
Trent	21,004	17,545	-16.5%	30,346	27,728	-8.6%	32,914	30,215	-8.2%
Waterloo	122,398	104,151	-14.9%	161,562	146,840	-9.1%	164,961	148,040	-10.3%
Western	156,322	132,108	-15.5%	210,772	191,458	-9.2%	215,729	194,408	-9.9%
Wilfrid Laurier	35,313	29,521	-16.4%	50,315	45,873	-8.8%	50,444	45,829	-9.1%
Windsor	66,461	55,925	-15.9%	91,589	83,315	-9.0%	94,732	85,765	-9.5%
York	170,757	143,634	-15.9%	239,272	218,315	-8.8%	240,928	221,808	-7.9%
OCA	9,093	7,415	-18.5%	13,249	11,834	-10.7%	13,036	11,510	-11.7%
Dominican	99	82	-37.4%	250	227	-9.3%	357	359	0.8%
Total	1,668,029	1,415,477	-15.1%	2,224,619	2,021,258	-9.1%	2,321,630	2,100,061	-9.5%

Notes: 1. 1996-96 Base BOI consists of Preliminary Formula Grants (after the in-year grant reductions and prior to foreign fee adjustments), Base Formula Fees at 1995-96 rates, the Base Formula Fee adjustment relating to AOs, Transition to New Corridors Grants and Transition to New Corridor Formula Fees. The 1996-97 Base BOI consists of Basic Formula Grants (now includes Transition Grants) recommended plus Base Formula Fees (including Transition Formula Fees) at 1996-97 rates plus the Base Formula Fee adjustment relating to AOs inflated by 9%. For OCA and Hearst, the BOI shown is Moving-average BOI since the moving-average enrolments for these institutions are below their respective corridors.

2. Shares of Base BOI have been adjusted to reflect the merger of OISE with the University of Toronto and the strategic corridor reduction to the University of Toronto's base factors.

3. Slip-year refers to the year prior to the current funding year, for example, for the 1996-97 funding year, the slip-year is 1995-96.

95-V Graduate Program and Undergraduate Quasi-Professional, Special and Professional Program Formula Counting Eligibility 1996-97

1.0 Introduction

In Advisory Memoranda 95-I and 95-II, Council recommended that enrolment in 26 new or restructured graduate and undergraduate programs be deemed eligible for counting under the funding formula for 1995-96. In this Memorandum, Council considers the eligibility in 1996-97 of a further 15 programs of which five are graduate and ten are undergraduate quasi-professional, special or professional programs.

Council submits this Memorandum at a time when it is already embarked on a thorough re-examination of the program approval process. The programs covered by the present Memorandum have been assessed under the longstanding procedures summarized in Advisory Memoranda 95-I and 95-II. Because these documents will be published in the same Annual Report as this Memorandum, Council will not repeat the procedures summarized in them.

What bears emphasis in the immediate setting of fiscal contraction is the relationship between program funding eligibility and the allocation of provincial grants under the corridor system of formula funding. As Council stressed in Advisory Memorandum 89-V, the corridor system "decouples enrolment levels inside a $\pm 3\%$ corridor established for each institution".¹ At present, all the institutions whose program proposals are covered by this Memorandum have enrolment levels that are within or above their corridors, and slip-year counting ensures that any additional enrolment associated with these programs will have no effect on the allocation of funding in 1996-97. Council therefore finds it entirely appropriate to submit its advice concerning the eligibility of the following 15 programs at this time.

2.0 Graduate Programs Considered for Funding Eligibility

Council has reviewed the advice of the Academic Advisory Committee regarding the funding eligibility of the following five graduate programs:

Carleton University

Master of Engineering (MEng) in Telecommunications Technology Management - See Appendix A

Lakehead University

Master of Arts (MA) in Native and Canadian Philosophy - See Appendix B

University of Toronto

Master of Science (MSc) in Biomedical Communications - See Appendix C

Master of Science (MSc) in Rehabilitation Science - See Appendix D

University of Waterloo

Master of Fine Arts (MFA) in Studio Art - See Appendix E

The advice of the Academic Advisory Committee is positive in all five cases. Council has satisfied itself that each program represents an appropriate development within the university system.

1. See Ontario Council on University Affairs, "Advisory Memorandum 89-V, Graduate Program Planning and Funding in the Third Quinquennium 1989-90 to 1993-94", *Sixteenth Annual Report*, p. 148.

Accordingly, Council *recommends to the Minister:*

OCUA 95-48

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ENGINEERING PROGRAM IN TELECOMMUNICATIONS TECHNOLOGY MANAGEMENT AT CARLETON UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Master of Engineering program in Telecommunications Technology Management at Carleton University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-49

ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN NATIVE AND CANADIAN PHILOSOPHY AT LAKEHEAD UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Master of Arts program in Native and Canadian Philosophy at Lakehead University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-50

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SCIENCE PROGRAM IN BIOMEDICAL COMMUNICATIONS AT THE UNIVERSITY OF TORONTO FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Master of Science program in Biomedical Communications at the University of Toronto be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-51

ELIGIBILITY OF ENROLMENT IN THE MASTER OF SCIENCE PROGRAM IN REHABILITATION SCIENCE AT THE UNIVERSITY OF TORONTO FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Master of Science program in Rehabilitation Science at the University of Toronto be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 7 with a weight of 4 or 1.333 per term, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 95-52

*ELIGIBILITY OF ENROLMENT IN THE MASTER OF FINE ARTS
PROGRAM IN STUDIO ART AT THE UNIVERSITY OF WATERLOO
FOR FORMULA COUNTING PURPOSES IN 1996-97*

THAT enrolment in the Master of Fine Arts program in Studio Art at the University of Waterloo be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the Master of Fine Arts program to be in Category 6 with a weight of 3 or 1 per term, as outlined in The Ontario Operating Funds Distribution Manual.

3.0 Undergraduate Quasi-Professional, Special and Professional Programs

Council has reviewed the advice of the Academic Advisory Committee concerning the following ten undergraduate programs of which, under established rules, five received cursory review and five were subjected to full review.

A. CURSORY REVIEWS

Laurentian University

Native Studies, Honours BA and Specialized BA - See Appendix F

McMaster University

Engineering Physics and Society, BEng(Soc) - See Appendix G

Manufacturing Engineering and Management, BEng(Mgt) - See Appendix H

University of Ottawa

Fine Arts, BFA (Bilingual) - See Appendix I

The University of Western Ontario

Film, Combined Honours BA - See Appendix J

B. FULL REVIEWS

Lakehead University

Energy and Environmental Science, BSc - See Appendix K

Laurentian University (Algoma College)

Fine Arts Studies, BA, Honours BA and Specialized BA - See Appendix L

Nipissing University

Environmental Science/Physical Geography, Honours BSc - See Appendix M

University of Ottawa

Environmental Studies, Honours BA (Bilingual) - See Appendix N

Queen's University

Stage and Screen Studies, Honours BA - See Appendix O

The advice of the Academic Advisory Committee is positive in all ten cases. With respect to the two programs submitted by the University of Ottawa, positive recommendations were also received from the Franco-Ontarian Education and Training Council.

Council has examined and accepted AAC's advice concerning both the five programs subject to cursory review and the five programs subject to full review. With respect to the five programs that received a full review, Council has satisfied itself, pursuant to the established procedures, that these programs should be deemed eligible for formula counting eligibility even in a time of economic restraint. In addition, with respect to the Fine Arts Studies program proposed by Laurentian University (Algoma College), Council has reviewed budget information pursuant to Advisory Memorandum 88-VIII, and is satisfied that "clear evidence of financial viability"² has been provided.

Accordingly, Council *recommends to the Minister:*

OCUA 96-53

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS AND THE SPECIALIZED BACHELOR OF ARTS PROGRAMS IN NATIVE STUDIES AT LAURENTIAN UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Honours BA and Specialized BA programs in Native Studies at Laurentian University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the upper years of the Honours program to be in Category 2 with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-54

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ENGINEERING AND SOCIETY PROGRAM IN ENGINEERING PHYSICS AND SOCIETY AT McMASTER UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the BEng(Soc) program in Engineering Physics and Society at McMaster University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to receive the program weights of 1.5 for years 2 and 4 and a weight of 2.0 for years 1, 3 and 5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-55

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ENGINEERING AND MANAGEMENT PROGRAM IN MANUFACTURING ENGINEERING AND MANAGEMENT AT McMASTER UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the BEng(Mgt) program in Manufacturing Engineering and Management at McMaster University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to receive the program weights of 1.5 for years 2 and 4 and a weight of 2.0 for years 1, 3 and 5, as outlined in The Ontario Operating Funds Distribution Manual.

2. See Ontario Council on University Affairs, "Advisory Memorandum 88-VIII. Mission, Programs, and Funding for Algoma College", *Fifteenth Annual Report*, p. 123.

OCUA 96-56

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF FINE ARTS PROGRAM IN FINE ARTS (BILINGUAL) AT THE UNIVERSITY OF OTTAWA FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the BFA program in Fine Arts (Bilingual) at the University of Ottawa be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 2 with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-57

ELIGIBILITY OF ENROLMENT IN THE COMBINED HONOURS BACHELOR OF ARTS PROGRAM IN FILM AT THE UNIVERSITY OF WESTERN ONTARIO FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Combined Honours BA program in Film at The University of Western Ontario be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the upper years of the program to be in Category 2 with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-58

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE PROGRAM IN ENERGY AND ENVIRONMENTAL SCIENCE AT LAKEHEAD UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the BSc program in Energy and Environmental Science at Lakehead University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 1 with a weight of 1.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-59

ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF ARTS, THE SPECIALIZED BACHELOR OF ARTS AND THE HONOURS BACHELOR OF ARTS PROGRAM IN FINE ARTS STUDIES AT LAURENTIAN UNIVERSITY (ALGOMA COLLEGE) FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the BA, the Specialized BA and the Honours BA program in Fine Arts Studies at Laurentian University (Algoma College) be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the program to be in Category 2 with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-60

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE PROGRAM IN ENVIRONMENTAL SCIENCE/PHYSICAL GEOGRAPHY AT NIPISSING UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Honours BSc program in Environmental Science/Physical Geography at Nipissing University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the upper years of the program to be in Category 3 with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-61

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN ENVIRONMENTAL STUDIES (BILINGUAL) AT THE UNIVERSITY OF OTTAWA FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Honours BA program in Environmental Studies (Bilingual) at the University of Ottawa be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the upper years of the program to be in Category 3 with a weight of 2.0, as outlined in The Ontario Operating Funds Distribution Manual.

OCUA 96-62

ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN STAGE AND SCREEN STUDIES AT QUEEN'S UNIVERSITY FOR FORMULA COUNTING PURPOSES IN 1996-97

THAT enrolment in the Honours BA program in Stage and Screen Studies at Queen's University be counted as eligible BIUs for formula counting purposes beginning in 1996-97 - the upper years of the program to be in Category 2 with a weight of 1.5, as outlined in The Ontario Operating Funds Distribution Manual.

4.0 Existing Graduate Programs

Council received the Council of Ontario Universities/Ontario Council on Graduate Studies' annual Report to the Ontario Council on University Affairs on Appraisal Results: 1994-95. In cases where the Ontario Council on Graduate Studies identifies programs that are not of acceptable quality, they are classified as "not approved" and the university ceases to admit students to those programs. In such cases, Council makes specific recommendations to the Minister that the formula counting eligibility for such programs be withdrawn. This year's report indicates that no programs were placed in the NOT APPROVED category as a result of the quality appraisal process in 1994-95 and hence no Council recommendations are required.

J. Stefan Dupré,
Interim Chair

February 16, 1996

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Telecommunications Technology Management (MEng)
Carleton University**New Graduate Program**
Considered for Funding Eligibility

On August 1, 1995, Carleton University requested that Council consider its new Master of Engineering (MEng) program in Telecommunications Technology Management for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements. The program was approved to commence on November 25, 1994.

2. Societal Need and Student Demand

Carleton University indicates that the Master's program in Telecommunications Technology Management will provide engineers and computer scientists with the opportunity to become competent and efficient managers of the engineering processes that deliver innovative telecommunications systems, products and services. The research element of the program will "focus on the synthesis between communication systems engineering and methods and strategies for managing the engineering processes in all phases of the development cycle of new products and services."¹ The program was developed following an "extensive and methodical consultation process with a large base of industrial organizations in the telecommunications field".² It responds to the needs of this sector of the economy for skilled management and leadership that are required to maintain its market-share against international competition. The program differs from an MBA program because it has an extremely technical, specialized and applied focus on the management of products and services relevant to the telecommunications industry. This program will be the first of its kind in Canada.

Carleton University claims that student interest in the program has been "significant".³ Enrolments for 1995-96 totalled three full-time and 15 part-time students. The

1. Carleton University, *OCUA New Graduate Program Submission, Master of Engineering Degree in Telecommunications Technology Management*, July 1995, p. 3.

2. *Ibid.*, p. 4.

3. *Ibid.*

projected steady-state total enrolment level of 25 part-time and 25 full-time students is expected to be achieved by 1996-97, three years sooner than originally anticipated. Students enrolling in the program will have a bachelor's degree in Electrical or Computing Engineering, Computer Science or a related discipline, with at least two years of industrial experience in telecommunications. Graduates normally come from and intend to return to the telecommunications industry upon completion of the program. Students currently enrolled in the program are employed by the following organizations: Northern Telecom, Bell-Northern Research, Newbridge, Mitel, RES International, CGI Group and the Department of National Defence.⁴ The societal need and student demand for this program are expected to be long-term. Carleton University notes:

Organizations with major activities in the telecommunications sector, ... employ well over 100,000 engineers/computer scientists and graduates of closely related disciplines across Canada. Given an average ratio of 1 manager for every 20 engineering/scientific staff members, the target market for the new program is large and the projected target enrollment of the program... is relatively modest.

Most of the student demand originated from the Ottawa region. However, the University notes that with full advertising, student demand is expected to be national and international in scope.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MEng program in Telecommunications Technology Management has been included in the University's Five-Year Graduate Plan since 1991, and is consistent with Carleton University's existing expertise in the telecommunications field. Carleton University's Department of Systems and Computer Engineering offers one of the largest graduate teaching and research programs in the telecommunications field in Ontario.⁵ Over half the program is based on existing courses. Two new Chairs have been established, which will support the Telecommunications Technology Management program; one is in the area of software performance in real time and telecommunication systems; and the other, jointly established with the School of Business at Carleton University, is in the field of management of manufacturing systems.

Jointly with the University of Ottawa, Carleton University offers Master and Doctoral programs in a wide range of areas related to telecommunications. Carleton University's Department of Systems and Computer Engineering is a co-founder and major participant in two Networks of Excellence programs in the field of telecommunications: TRIO - a provincially-funded research network, and CITR - a federally-funded research network.⁶

The Academic Advisory Committee notes that the University has indicated that the faculty, computing and library resources necessary to support the program are in place.

4. Additional information provided by Carleton University, September 29, 1995.

5. *Ibid.*, p. 9.

6. *Ibid.*, p. 9.

The Academic Advisory Committee is satisfied that the MEng program in Telecommunications Technology Management is consistent with the aims, objectives and existing strengths of Carleton University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Engineering program in Telecommunications Technology Management at Carleton University be recommended by Council for funding eligibility.

Academic Advisory Committee

September 22, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Native and Canadian Philosophy (MA)
Lakehead University

New Graduate Program
Considered for Funding Eligibility

On July 28, 1995, Lakehead University requested that Council consider its new Master of Arts (MA) program in Native and Canadian Philosophy for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements. The program was approved to commence on April 26, 1995.

2. Societal Need and Student Demand

The proposed Master of Arts degree in Native and Canadian Philosophy is an interdisciplinary program that is expected to, among other things, provide greater access to university for Native students at the post-graduate level; train college and university level instructors capable of developing undergraduate courses and programs in Native philosophy and Canadian philosophy, including applied ethics in a Canadian context and various conceptualizations of Native self-government, and increase the pool of highly educated arbitrators and negotiators capable of formulating First Nations' concerns and aspirations in language clearly intelligible in a cross-cultural context.¹ The program will also enable Lakehead University to play a greater role in the on-going dialogue between Canada's dominant society and its Aboriginal peoples.²

Evidence of societal need for program graduates was extensive and many potential employment opportunities for graduates were identified. Locally, the Program Manager of Old Fort William in Thunder Bay stated:

OFW anticipates real benefits arising from Lakehead's graduate program in Native Philosophy. OFW possesses an extensive and unique fur trade library; research generated by participants in the graduate program will be

1. Lakehead University, *Master of Arts Degree, Native and Canadian Philosophy, Brief Submitted to the Ontario Council on University Affairs*, July 1995, pp 1 - 2.

2. *Ibid.*, p. 4.

an invaluable resource to our interpretive staff. Furthermore, each year we hire approximately 10 Native staff to serve as administrators, researchers and programmers: the expertise developed by students in the Native Philosophy graduate program will be of great interest to our personnel department when recruitment initiatives commence early in the New Year.³

Similarly, the Vice-President, Aboriginal & Northern Affairs for Ontario Hydro indicated:

I can assure you that graduates from a course of study such as Native and Canadian Philosophy would be employable at Ontario Hydro; and I do not hesitate in indicating Ontario Hydro's support for this initiative. Ontario Hydro recognizes the need to employ people who can articulate clearly, within the corporation, the concerns and aspirations of Aboriginal people. The Aboriginal and Northern Affairs Branch is responsible within Hydro for building bridges between the Aboriginal community and Hydro. Advanced cross-cultural understanding and well-developed negotiation skills are required to be successful in this undertaking. I would not, however, limit this need to our Branch of Ontario Hydro.

Ontario Hydro is also aware of the need for these skills in the First Nations and Aboriginal organizations with which it does business. We find that successful business relationships are most likely to be established among parties that are able to communicate each others' needs and concerns effectively.⁴

The Vice-President of Aboriginal Banking, Bank of Montreal, stated:

...Bank of Montreal, has recently become a leader in the pursuit of qualified Aboriginal employees and is particularly interested in hiring individuals who can assume managerial roles. ...I know the skills attained from the program you describe are urgently required within the Aboriginal communities and I am certain that they would also be valued by Bank of Montreal.

As Bank of Montreal expands its delivery of financial services within First Nations territories, it makes perfect sense to consider employment of individuals that possess the learning described in your Program.⁵

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3. Letter from Mr. Peter Boyle, Program Manager, Old Fort William, Thunder Bay, Ontario, November 14, 1995.
 4. Letter from L. V. Doran, Vice-President, Aboriginal & Northern Affairs, Ontario Hydro, November 13, 1995.
 5. Letter from Mr. Ron Jamieson, Vice-President, Aboriginal Banking, Bank of Montreal, October 26, 1995.

Confederation College also confirmed the societal need for graduates, noting:

There has been a long void in this school of study for Aboriginal people and I am positive, the Aboriginal community will both welcome and embrace this program.

The Aboriginal Studies Division of Confederation College is an institution that will be a beneficiary from this type of training as we continue to develop and deliver Aboriginal specific programming. The need for trained teaching masters who are sensitive in this specific field of study and who can portray a positive role model for Aboriginal students would be a welcomed addition to our division. I am sure that other colleges and universities who have large Aboriginal student populations will feel the same way.⁶

Support in a similar vein was expressed by the Head of the Philosophy Department, St. Thomas More College, University of Saskatchewan:

This opportunity [to understand Aboriginal world views] will provide the necessary background for anyone involved in a teaching profession, in business ventures, and in treaty and land negotiations. I am beginning an undergraduate course in Native Philosophy in my Department this January. I would heartily welcome someone who has graduated from your program to assist me and provide additional courses in this area. Our Native Studies Department and the Department of Educational Foundations, which serve Northern Saskatchewan communities, would also welcome graduates from your programs.⁷

The unique nature of this program was confirmed by a survey undertaken of the existing Master's programs in Philosophy offered in Ontario at Brock, Carleton, Guelph, McMaster, Ottawa, Queen's, Toronto, Waterloo, and York universities.⁸ In addition, a number of the institutions confirmed the societal need for the program. For example, McMaster University indicates: *Your programme strikes us an innovative one which meets a number of needs which will otherwise be left unfilled.* The Chair of the Department of Philosophy at Brock University commented:

The focus of your program is an important contribution to the discipline, in that to my knowledge, there is no Ontario university which addresses the substance of Native Philosophy, nor any programs which specifically examine the philosophical aspects of issues of Native rights, self-government, etc. from the perspective of Canadian applied ethics or

6. Letter from Mr. Michael Cachagee, Dean, Aboriginal Studies Division, Confederation Colleges, Thunder Bay, Ontario, October 24, 1995.

7. Letter from Professor Michael Pomedli, PhD, Head, Philosophy department, St. Thomas More College, University of Saskatchewan, November 6, 1995.

8. The University of Waterloo did not respond to the survey, but a review of its academic calendar suggests its Master's program in Philosophy does not duplicate the proposed program.

applied social philosophy. Individual courses may include some reference to these, but that is a far cry from making Native issues central to a graduate program in Philosophy.

I am delighted that your program envisions alternative employment opportunities for its graduates in addition to pursuit of the Doctorate with the intention of seeking a University post in teaching philosophy. It is well-known that tenure-track University appointments are likely to be limited in numbers in the near future. Further, philosophers should and do have a role in contributing to the resolution of social tensions rooted in issues of diverse cultural and philosophical perspectives.

The education of the present body of Canadian professional philosophers needs to be enhanced exactly with the kind of works which will issue forth from those whom you will have educated.⁹

The University of Guelph stated:

...what you propose to do, especially in the area of Native philosophy, is something long overdue. ...the program addresses a neglected area in a unique manner, and should make an important contribution to a greater understanding between aboriginal and non-aboriginal peoples.¹⁰

The program was also endorsed by the Society for the Advancement of American Philosophy (SAAP).¹¹

In view of the unique nature of the program, Lakehead University expects that it will attract students from Faculties of Law, Departments of Philosophy, Native Studies programs, Anthropology, History and other related social science and humanities programs across Canada and the United States. Inquiries have been received from as far away as Brazil. During the first six years, enrolment in the program will be limited to five full-time students and five part-time students.¹² Admission will be restricted to students holding a four-year honours Bachelor of Arts degree with some concentration in Philosophy or Native Studies (Indigenous Learning). For example, graduates of Native Studies programs or Faculties of Law, with little or no background in Philosophy, can be admitted to a qualifying year to make up this deficiency with selected undergraduate courses in the discipline. The first three full-time students and two qualifying-year students were admitted in September 1995. Steady-state full-time enrolment is projected to be achieved in the fall of 1996. Steady-state part-time enrolment is projected to be achieved in 1997.¹³

9. Letter from Dr. John R. A. Mayer, Chair, Department of Philosophy, Brock University, October 11, 1995.

10. Letter from Dr. Brian Calvert, Chair, Department of Philosophy, University of Guelph, June 14, 1995.

11. Letter from Dr. Ken Stickers, Department of Philosophy, Seattle University, Seattle, Washington, June 26, 1995.

12. Lakehead University, *op. cit.*, p. 5.

13. *Ibid.*, p. 6.

Lakehead University supplied the Committee with an extensive array of letters from potential students expressing an interest in the program.¹⁴

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MA program in Native and Canadian Philosophy has been included in the University's Five-Year Graduate Plan since 1992, and is consistent with the Lakehead University Strategic Plan 1992-1998. This plan describes the institution's mission as follows:

Lakehead University is a university with a dual role. It is a university in the north with the responsibility of bringing to Northwestern Ontario an understanding of a broad range of the basic academic disciplines as well as knowledge of the province, nation and the world. It is also a university for the north with the responsibility of generating knowledge about the region for use in social, economic, and cultural development and for dissemination to the rest of the province, nation and the world.¹⁵

In view of this mandate, Lakehead University is committed to playing an ever increasing role in the on-going dialogue between Canada's dominant society and its Aboriginal peoples. For almost two decades the University has been providing national leadership in developing programs that meet special needs of Canada's First Nations peoples.¹⁶ In addition, Lakehead University has the highest university enrolment of Native people in the province.

The proposed program builds upon existing strength and resources in Philosophy at the undergraduate level. In 1992, the University received a Rockefeller Foundation Institutional Grant in support of the Lakehead University Native Philosophy Project valued at \$250,000 (US). These funds allow up to three Visiting Research Fellows to join the project on an annual basis. The Project is a cross-cultural interdisciplinary research program committed to further understanding of the manner in which the world is viewed by the Aboriginal peoples of the Americas. Lakehead philosophers have been working in this sub-field of the discipline since 1982.¹⁷

In view of the unique strength of the library holdings acquired through a special grant enabling the University to acquire primary source material on Canadian philosophy, graduate research in the sub-field of Canadian Philosophy will concentrate on the development of philosophy in English Canada from 1850 to 1950. Lakehead University is also the repository for the papers of the late John A. Irving of the University of Toronto, one of the first philosophers to become interested in the history of philosophy in Canada. These papers will serve as an important resource base for graduate student research in Canadian Philosophy. The Committee is satisfied that the necessary faculty and resources to support the proposed program are in place.

14. *Ibid.*, Appendix D: Letters of Student Support and Inquiry.

15. *Ibid.*, p. 7, citing the Lakehead University Strategic Plan 1992-1998, p. 3.

16. *Ibid.*, p. 7.

17. *Ibid.*, p. 7.

The Academic Advisory Committee is satisfied that the MA program in Native and Canadian Philosophy is consistent with the aims, objectives and existing strengths of Lakehead University.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Arts program in Native and Canadian Philosophy at Lakehead University be recommended by Council for funding eligibility.

Academic Advisory Committee

December 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Biomedical Communications (MSc)
University of Toronto

New Graduate Program
Considered for Funding Eligibility

On August 1, 1995, the University of Toronto requested that Council consider its new Master of Science (MSc) program in Biomedical Communications (BMC) for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements. The program was approved to commence on June 23, 1995.

2. Societal Need and Student Demand

The proposed MSc program is a research-oriented professional graduate program that prepares students for careers in Biomedical Communications. Three areas of specialization are offered within the program: Biomedical Visualization, which involves the production and evaluation of original, scholarly visual material that synthesizes scientific data and medical processes; Biomedical Interactive Media Design, which is concerned with the creation and evaluation of interactive, computer-based multimedia for teaching and learning; and Health Communication, which involves the production and evaluation of original visual material for health education and promotion.¹

The proposed MSc program replaces a previously funded undergraduate program in Biomedical Communications (BScBMC), which was phased out when the first cohort of graduate students were admitted in September 1995. The University of Toronto argues that the transition from an undergraduate program, which has been offered for 50 years, to a graduate program is justified on several grounds. A majority of the students currently enrolling in the BSc level program already hold a bachelor's, MD or DVM degree. The University notes that, over the years, curriculum revisions have been made to the undergraduate program on an ongoing basis, but further evolution of the program was not possible without a change from an undergraduate to a graduate program. An organizational change in 1991 placed the program

1. University of Toronto, *Submission to the Advisory Committee of the Ontario Council on University Affairs for Funding Approval for the Master of Science in Biomedical Communications in the Institute of Medical Science, University of Toronto*, August 1, 1995. Attachment: Promotional Pamphlet (Printed July 1995).

within the Department of Surgery, which greatly expanded the potential for research and advanced education in the field.

The Biomedical Communication program is unique in Canada. Comparable programs available in the United States are offered at the graduate level. The American Medical Association's Committee on Allied Health Education Accreditation and the Association of Medical Illustrators, the profession's governing body, conducted an on-site review of the University of Toronto's program in December, 1992. The Accreditation Review Committee indicated that the Biomedical Communications program was in *complete compliance with the Essentials [1992 revision]. The team views the level of quality of the faculty, the instruction, the curriculum design, and the students' output as equivalent to present-day accredited master's degree programs in medical illustration.*² Subsequently, The Association of Medical Illustrators informed the University of Toronto that:

...the committee was unanimous in voting to present a Certificate of Recognition to the University of Toronto Biomedical Communications Program, for demonstrating full compliance with the American Medical Association's and the Association of Medical Illustrators' Essentials for an accredited educational program for the medical illustrator...³

The University of Toronto indicates that although graduates of the former undergraduate program are recognized world-wide, these graduates have been disadvantaged at times when their credentials were compared to those of their American colleagues, since all accredited programs in North America are offered at the graduate level. Graduates of the University of Toronto program are hired globally for contract work by pharmaceutical and multi-media corporations, and by government organizations. Advances in technology continually expand these employment opportunities. Graduates are typically employed in health science centres, industry, academia, research or as self-employed consultants. With the advent of the graduate program, opportunities for employment in these settings are enhanced.

The program involves two years of full-time study (24 months). The first cohort of graduate students was admitted in September 1995. The University plans to admit seven students to the program annually. A steady-state total enrolment level of 14 students will be achieved in the second year of the program, 1996-97. The University notes: *Fourteen students is only one fewer than the normal undergraduate enrolment of fifteen, based on a three year program of five [students] per year.* The University states that the change from undergraduate to graduate program status will not adversely impact student demand for the program, as the majority of students in the current undergraduate program already hold a bachelor's degree. Further, the University notes that many other degree holders, interested in the program over the years, chose not to apply because they were not interested in continuing to study at the undergraduate level.⁴ Students with an interdisciplinary bachelor's degree including courses in the arts, humanities and sciences, will be the primary source of demand for the program.

2. University of Toronto, Additional information package, September 21, 1995. Appendix 2: Letter from Mr. L.M. Detmer, Secretary, Accreditation Review Committee of the Medical Illustrator, American Medical Association, December 10, 1992, p. 4.

3. Letter from the Association of Medical Illustrators, Atlanta, Georgia, to Professor Linda Wilson-Pauwels, Chair, Division of Biomedical Communications, Department of Surgery, Faculty of Medicine, University of Toronto, February 12, 1993.

4. *Ibid.*

Comment on the proposed new program was obtained from undergraduate students in the BScBMC program and from the student representatives on the School of Graduate Studies, Division IV (Life Sciences) Executive, and the School of Graduate Studies Council. An academic concern, which had plagued the undergraduate program, stemmed from the fact that students entering the undergraduate program had substantially different backgrounds. Applicants were required to have a minimum of two-and-a-half years of post-secondary education completed at an art or community college. Thirty-five percent of accepted students had the minimum qualifications, and the remaining 65 percent had completed a bachelor's degree or a master's, doctoral, medical or veterinary medicine degree.⁵ Students admitted to the new master's program will be required to have a four-year undergraduate degree.

The Academic Advisory Committee reviewed numerous letters from employers of graduates of the undergraduate Biomedical Communications program, from potential employers of graduates of the master's program, and from organizations that utilize medical artistry. For example, Sandoz Canada, Inc., a major pharmaceutical manufacturing company, stated:

The expansion of the BSc. program into an MSc. program would, in my opinion, help the pharmaceutical industry improve communication to its audiences. The audiences would include all health-care professionals and patients. ...Specifically, an MSc program could improve the medical and communications knowledge of the medical artist which in turn would improve the translation and communication of medical concepts to the appropriate audiences. In addition, an MSc. program will allow the medical artist to develop her/his research skills and ability to work independently and to become a resource (as opposed to an interpretive role) for research and business development teams.⁶

Mr. David Aldrich's observations concerning the evolving expectations of employers of biomedical illustrators reflects the changing nature of this profession :

With the rapid expansion of technology, I'm seeing major impacts on our profession. When I entered this field the illustrator was one of a number of people to which an organization, such as an advertising agency, would turn to to realize a concept. The range of input by the illustrator, for the most part, was restricted to technical skills around the physical creation of a picture.

As computers have rapidly centralized the tools of production, making them available to the individual illustrator, employment growth appears to be in projects initiated and created independent of traditional organizations. For the illustrator, it means an expansion of necessary skills beyond those needed for simply producing artwork. The medical illustrator is becoming increasingly involved in the conceptual development of a project, and the critical thinking involved in visual communication in its broadest sense.

5. *Ibid.*, p. 2.

6. Letter from Dr. C.N. Fong, Sandoz Canada, to Professor Linda Wilson-Pauwels, Division of Biomedical Communications, Department of Surgery, University of Toronto, October 11, 1995.

As an employer of graduates of your program, I am acutely aware of this change. As the nature of my business changes, so do the demands I now place on the people I require. While there is still a need for the traditional illustrator, I see future opportunities existing in areas demanding a far more critical evaluation of the nature of visual communication.⁷

In addition, the Committee reviewed letters evidencing the societal need for a master's level program in Biomedical Communications, from Lifelearn, a multimedia continuing education production unit in the veterinary and health care professions that employs three full-time medical illustrators and several freelance graduates on a continual basis; TDH Enterprises, Inc, which has employed numerous biomedical illustrators to illustrate books and atlases; the Medical College of Georgia, which indicated that all faculty in medical illustration require a master's degree as a minimum qualification; the Ontario Science Centre, which indicated that it will have an expanding need for biomedical illustrators to work on future exhibits; the Head of the Biomedical Visualization at the University of Illinois, Chicago; Decker Periodicals Publishing of Hamilton; and the Co-ordinator of the Head and Neck Prosthetic Clinic, Toronto-Sunnybrook Regional Cancer Centre.⁸

The program was also reviewed by the Ministry of Health, Human Resources Policy Branch, which supported the introduction of the program for the following reasons:

...From a human resources perspective, suggested changes to support practitioners in the field will need increasingly effective technology to communicate between health science centres and community practitioners and institutions. ...This proposal is supported, based on the strategies being suggested for optimal use of health human resources, and the need for technological advances to support these changes.⁹

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MSc program in Biomedical Communications has been included in the University's Five-Year Graduate Plan since 1995, and is consistent with the University of Toronto's Statement of Institutional Purpose approved by Governing Council in 1989, which calls for ensuring a broad range of graduate programs. It responds to a concern raised in a 1993 report, Finding the Right Enrolment Balance, regarding the uneven level of preparation of students in the first year of their programs. The program also addresses recommendations of The Strategic Directions Report for the Faculty of Medicine, which called for an adjustment in priorities to focus the curricula toward the preparation of future academics and practising professionals.

7. Letter from Mr. David Aldrich, Owner, David Aldrich Medical Illustrator, to Professor Linda Wilson-Pauwels, Division of Biomedical Communications, University of Toronto, October 16, 1995.

8. See Appendix A, University of Toronto, October 26, 1995: Letters Evidencing Societal Need.

9. Memorandum of October 31, 1995, from Linda Tennant, Manager, Health Human Resources Policy, Ministry of Health, p. 2.

The faculty necessary to offer this program are already in place and they hold appointments in the Faculty of Medicine. All principal texts relevant to the program are housed in the Elizabeth Blackstock Library, located in the same building as the Division of Biomedical Communications. In addition, the University of Toronto library system contains a substantial number of books and journals related to the discipline, principally found in the Science and Medicine Library, Sigmund Samuel Library, Robarts Library and the library of the Ontario Institute for Studies in Education. During collaborative projects, students will have access to in-house libraries in the Faculty of Medicine's Basic and Clinical Sciences Departments (Surgery, Medicine, Anatomy and Cell Biology, Physiology, Pathology, Immunology, etc). Other resources include libraries at the University of Toronto Teaching Hospitals.

The Thomas Fisher Rare Book Library contains a number of texts relevant to the program. As well, students will have access to Grant's Anatomy Museum in the Department of Anatomy and Cell Biology. The University also houses over 300 original illustrations by prominent medical illustrators in Canada and the United States. The University's wide ranging collection of specimens, its dissection laboratories, and teaching hospital operating rooms are all available to students in the program.

Students have access to Internet services by a connection with university's fibre-optic backbone, allowing access to the World Wide Web, Usenet, FTP and others. Books and journals may be found on major database systems, such as MEDLARS and CD-ROM indexes. The U.S. National Library of Medicine's MEDLINE is available on the University of Toronto's library terminals, or online through the Grateful Med service.

State-of-the-art computer hardware and software is an important component of the program. The University notes:

Owing to the scholarly work and in-house development undertaken by faculty and students, BMC has been recognized as a *Registered Associate Apple Developer* since 1993. That recognition involves access to developer support materials including source code, pre-release system software, reduced hardware and software costs, and Apple periodicals. That support, combined with the faculty's commitment to the use of advanced technology and teaching methodologies, enables the BMC curriculum to remain state-of-the-art.

The space currently allocated to the Biomedical Communications program is suitable for the proposed graduate program enrolment.

The Academic Advisory Committee is satisfied that the MSc program in Biomedical Communications is consistent with the aims, objectives and existing strengths of the University of Toronto.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Science program in Biomedical Communications at the University of Toronto be recommended by Council for funding eligibility.

Academic Advisory Committee

December 19, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Rehabilitation Science (MSc)

University of Toronto

New Graduate Program
Considered for Funding Eligibility

On August 1, 1995, the University of Toronto requested that Council consider its new Master of Science (MSc) program in Rehabilitation Science for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements. The program was approved to commence on January 20, 1995.

2. Societal Need and Student Demand

The MSc Rehabilitation Science program will provide occupational therapists, physical therapists and other associated health professionals with advanced academic training in the scholarly investigation of rehabilitation issues.

While maintaining a holistic perspective in rehabilitation, the proposed program will offer two fields - physical rehabilitation and psychosocial rehabilitation. The University of Toronto states:

The proposed Master of Science in Rehabilitation Science provides for the systematic study of physical and psychosocial dimensions of human function throughout the life span of individuals with impairments, disabilities and/or handicaps. The overall purpose of the proposed program is to provide health professionals with research training in the scholarly investigation of the scientific and theoretical foundations of rehabilitation and to enhance current research activity in rehabilitation science.¹

The program will draw from a multi-disciplinary faculty representing the disciplines of occupational therapy, physical therapy, biomedical engineering, epidemiology, neurobiology, physiology, psychology and sociology.

1. University of Toronto, *Submission to the Advisory Committee of the Ontario Council on University Affairs for Funding Approval for the Master of Science in Rehabilitation Science in the Graduate Department of Rehabilitation Science, Faculty of Medicine, University of Toronto*, August 1995, p. 1

The University of Toronto states that societal need for the proposed program stems from the development of the field of Rehabilitation Science as an entity in its own right, separate and distinct from the more traditional medical and behavioural disciplines. The University indicates that the need for individuals with graduate level training as rehabilitation scientists in clinical and research positions is nationwide. The need for program graduates is predicted to be significant and long-term in duration. The University of Toronto notes that the large number of unfilled faculty positions across Canada challenge the administration of existing programs and limit the opportunities for the development of the discipline.² Societal trends that will increase the need for rehabilitation expertise include: an aging population with increasing disabilities; a shift in health care focus to a concern for quality of life; increasing demands by persons with disabilities for client-centred comprehensive services; new populations of persons with disabilities; and an overall change in societal attitudes toward disability and health.³

The program responds to calls from a number of studies identifying a need for opportunity for research and graduate study in rehabilitation, e.g. the National Research Council of Canada, 1988; the Joint Working Group on Rehabilitation Manpower, 1988 [comprising the Ministry of Colleges and Universities, the Ministry of Health and the Council of Ontario Universities]; and the Ministry of Colleges and Universities, Ministry of Health and Council of Ontario Universities, 1990.⁴

The societal need for this program was substantiated by the Ontario Physiotherapy Association, which indicated: *There is a great need for such individuals in research, education and clinical practice. The Ontario Physiotherapy Association strongly supports the development of such a program at the University of Toronto.*⁵

The Committee also reviewed letters verifying both societal need and student demand for the proposed program from organizations including the College of Physiotherapists of Ontario, The College of Occupational Therapists of Ontario, Ontario Society of Occupational Therapists, The Canadian Physiotherapy Association, The Department of Rehabilitation Sciences - The Wellesley Hospital, The Sunnybrook Health Science Centre, Women's College Hospital, St. Michael's Hospital, Director of Physiotherapy and the Director of Occupational Therapy - The Toronto Hospital, Director of Occupational Therapy - Mount Sinai Hospital, Director, Department of Rehabilitation - Orthopaedic and Arthritic Hospital, Community Occupational Therapists and Associates, Director, Occupational and Physio Therapies - Whitby Psychiatric Hospital.

In addition, the Ministry of Health, Human Resources Policy Branch, supported the program, stating:

In view of the national need for faculty at this level, and the exceptional opportunities for research in Toronto, it is appropriate that a program be developed at the University of Toronto. ...In addition to the above factors, the need for evidence-based practice (with implications for best use of human resources), and the increasing emphasis on rehabilitation science

2. *Ibid.*, p. 2.

3. *Ibid.*

4. *Ibid.*, p. 2.

5. Letter from Signe Holstein, Executive Director, Ontario Physiotherapy Association, December 12, 1995.

(as seen in the Metro Toronto DC restructuring report), would all lend support to this proposal.⁶

To demonstrate student interest in this program, the University provided a list of 127 potential students who had requested an application for admission to the program for 1995. The first cohort of enrolment occurred in September 1995, with a total of six students, three in each of the two fields of Physical Rehabilitation and Psychosocial Rehabilitation. The program is aimed primarily at full-time students and will normally involve 12 months of full-time study, which includes a residency period of two terms. Part-time study will be available on a limited basis to exceptional students.⁷ There will be no residency requirement for part-time students and they must complete the program within five years. The University intends to reach a steady-state enrolment of 24 students (12 new and 12 continuing) by 2000-2001. Students will be drawn from graduates of Occupational Therapy, Physical Therapy or a related field. The University of Toronto graduates approximately 125 students each year in Occupational and Physical Therapy. The five undergraduate programs for Occupational and Physical Therapy in Ontario, including the Toronto program, provide a base applicant pool of 464 graduates per year. The University indicated that the proposed program was reviewed and approved by students throughout the process of obtaining institutional approval.⁸

The Committee reviewed the results of a survey conducted by the University of Toronto, which established the degree of similarity to and difference between the new program and existing Master's degree programs at the University of Western Ontario in Physical Therapy and in Occupational Therapy, at McMaster University in Human Biodynamics, and at Queen's University in Rehabilitation Therapy. The survey also provided these institutions with an opportunity to comment on the potential impact of the new program on their enrolment levels. Results indicated that the proposed program had many more differences from than similarities to existing programs. The Chair of the graduate program, Department of Physical Therapy at the University of Western Ontario wrote:

While [the] goals and structure of the program are similar to the Master's program here at Western, the focus at Toronto is rather different. Your coursework and thesis advisors are clearly directed at determining effective ways to deal with disability and handicap, whereas we at Western have mainly focused on studies of normal function versus disability and development of outcome measurements. Furthermore, our admission is limited to students with physical therapy qualifications.⁹

The Director of the graduate program in Occupational Therapy at the University of Western Ontario indicated:

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6. Memorandum from Ms. Linda Tennant, Manager, Health Human Resources Policy, Ministry of Health, October 21, 1995.
 7. University of Toronto, August 1995, *op. cit.*, p. 3.
 8. *Ibid.*, p. 5.
 9. Comments from Dr. Tony van der Voort, Chair, Graduate Program Department of Physical Therapy, University of Western Ontario, October 23, 1995.

...it would appear that our programs are quite different. U of T's proposed program is focused on physical and psychosocial rehabilitation. The major focus of our program is "...the education of the Scientist Practitioner....At the course level, there are few similarities, but within courses there is some content duplication which is what one would expect.¹⁰

The Chair of the Graduate Program of Human Biodynamics, McMaster University similarly stated:

...the basis of the proposed programme is rehabilitation. In our programme, rehabilitation is only one of the applications provided by the study of human movement.¹¹

Only Queen's University indicated a significant degree of overlap with the proposed program. It noted that both programs will draw from a similar applicant pool in terms of admission requirements and both programs offer thesis-based degrees. As such, the general goals and objectives of the two programs parallel each other and the fields of study overlap. However, Queen's noted that:

examining the specific areas noted in combination with the research expertise of the core faculty suggest that unique aspects and approaches will be offered and provided by the U of T program. The program structure (3 courses + thesis) and proposed courses differ from that offered at Queen's; the latter reflecting the particular expertise of their faculty.¹²

With respect to current enrolment levels, the Physical Therapy program at Western and the Human Biodynamics program at McMaster anticipated no impact on enrolment levels. The Occupational Therapy program at Western noted that 25% of its students have come from the U of T Occupational Therapy program, and on these grounds it was noted that:

there could be some impact on our enrolment...Since neither U of T nor UWO's programs is large, (6 and 5 FTE's respectively), and the focus of the respective programs is different, potential graduate students will have an option, which is positive. In this economic climate, I suspect U of T and UWO may both suffer, but the disciplines do need the development of knowledge validated by scientific methods.¹³

Queen's University also noted that the new program:

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10. Comments from Dr. Joyce MacKinnon, Director, Graduate Program, Department of Occupational Therapy, University of Western Ontario, October 23, 1995.
 11. Comments from Dr. Tim Lee, Chair, Graduate Program of Human Biodynamics, Department of Kinesiology McMaster University, October 20, 1995.
 12. Comments from Dr. Brenda Brouwer, Head, Graduate Program, Queen's University, School of Rehabilitation Therapy, October 25, 1995.
 13. Comments from Dr. Joyce MacKinnon, Director, Graduate Program, Department of Occupational Therapy, University of Western Ontario, October 23, 1995.

may result in an initial reduction in the number of applications received, but is not expected to reduce the current enrolment in the Queen's program for the following reasons:

- The new program will be drawing from the same applicant pool, however there are a high number of quality applicants, not all of which can be currently accommodated. The demands for post-graduate education have risen over the past years and the addition of a new program will help meet the demand.
- The new program will offer students, who wish to pursue research in an area consistent with U of T's offerings, opportunit[ies] which may not currently exist among other programs.¹⁴

Weighing societal need for rehabilitation-related research, the evidence of unmet student demand and the unique aspects of the proposed program, the Committee is satisfied that the degree of duplication of existing programs is limited and justifiable in this case.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MSc program in Rehabilitation Therapy has been included in the University's Five-Year Graduate Plan since 1994, and is consistent with the University of Toronto's Statement of Institutional Purpose approved in 1989, which calls for ensuring a broad range of graduate programs. It also responds to the University of Toronto's 1990 Report of the Presidential Commission on the Future of Health Care in Ontario. This report noted the importance of rehabilitation therapists and the need for supporting graduate study and research in the health sciences.¹⁵

Significant corollary strengths exist at the University of Toronto in both occupational and physical therapy. Bachelor of Science degree programs in Occupational Therapy and Physical Therapy have been offered through the Faculty of Medicine since 1971. The primary focus of these programs is preparation for clinical practice. Both programs are professionally accredited.

Seventeen core faculty, ten of whom currently hold appointments in the Department of Occupational Therapy or the Department of Physical Therapy and seven with primary appointments elsewhere and cross-appointments in Department of Occupational Therapy or the Department of Physical Therapy, will supervise graduate students. The program is designed to maximize the resources available both within the University of Toronto health sciences complex and within the Toronto area by drawing upon individual researchers, their research sites and the wide-ranging questions being studied. With respect to the clinical facilities available to the program, the University of Toronto states:

The University of Toronto's clinical research facilities are without equal in Canada and rank among the best internationally. The clinical research facilities in the Toronto area are unparalleled in Canada. Furthermore,

14. Comments from Dr. Brenda Brouwer, Head, Graduate Program, Queen's University, School of Rehabilitation Therapy, October 25, 1995.

15. University of Toronto, August 1995, *op. cit.*, p. 4.

many of these facilities are noted specifically for their research in rehabilitation.¹⁶

Faculty members in the departments of Occupational Therapy and Physical Therapy are currently carrying out research at the Hugh MacMillan Rehabilitation Centre, the Centre for Studies in Aging (Sunnybrook Health Science Centre), the Centre for Studies of Aging (University of Toronto), the Lyndhurst Spinal Cord Centre and the Centre for Studies in Physical Function (Orthopaedic and Arthritic Hospital). Research laboratories specializing in Restorative Motor Control, Exercise Physiology, Psychosocial Research, and Human Sensory-Motor Functions will also support the proposed program.

Library resources, laboratory and computer facilities, and space required to offer the program are already in place.¹⁷

The Academic Advisory Committee is satisfied that the MSc program in Rehabilitation Science is consistent with the aims, objectives and existing strengths of the University of Toronto.

4. **Funding Recommendation**

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Science program in Rehabilitation Science at the University of Toronto be recommended by Council for funding eligibility.

Academic Advisory Committee

December 19, 1995

16. *Ibid.*, p. 3.

17. *Ibid.*, Appendix 6.

Appendix E

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Studio Art (MFA)
University of Waterloo

New Graduate Program
Considered for Funding Eligibility

On July 31, 1995, the University of Waterloo requested that Council consider its new Master of Fine Arts (MFA) program in Studio Art for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings, resulting from the application of Council's criteria for funding eligibility, are summarized below.

1. Academic Appraisal

The Council of Ontario Universities has certified that this program underwent a rigorous academic appraisal, which was conducted by the Ontario Council on Graduate Studies (OCGS) and, at the time of appraisal, did not require any improvements. The program was approved to commence on April 1, 1993.

2. Societal Need and Student Demand

The University of Waterloo indicates that the Master of Fine Arts program in Studio Art will graduate art practitioners who possess professional artistic competence, and who also have had supervised teaching experience and a thorough grounding in art history, contemporary critical issues and research skills. The University indicates that graduates will be well prepared for a professional artistic career, as well as having the training required and some of the experience necessary for teaching at the post-secondary level. Some of the graduates will gain full-time teaching positions. This will depend, in part, upon their successful development as practising artists.¹

The MFA is considered to be the terminal degree in the field of studio art.² The Studio Art program will offer graduate education in the areas of painting, drawing, sculpture (including ceramic sculpture) and expressive computer imaging.

The University of Waterloo argues that Ontario society needs graduates of this program as artists, teachers and interpreters of culture, and to ensure the continued presence of artistic production and appreciation in Ontario and Canada.³ The University of Waterloo indicates that it expects program graduates to meet a need for primary artistic producers, upon which the entire visual arts sector depends. The University notes that this sector of the economy

1. University of Waterloo, Master of Fine Arts, Funding Submission to the Ontario Council on University Affairs, July 31, 1995, p. 1.

2. *Ibid.*, p. 4.

3. *Ibid.*, p. 5.

employs nearly 36,000 people in Canada who contribute \$677 million yearly to the gross domestic product.⁴

The University notes that program graduates are also needed to replace fine arts studio faculty members, currently employed in Canadian universities and colleges, who are due to retire over the next five to 10 years. A recent survey undertaken by the University of Waterloo suggests that roughly 30% of all studio faculty in Canada will retire over the next decade.⁵ A survey of the CAUT Bulletin undertaken by the University revealed that there have been 14 positions advertised for holders of MFA degrees since January, 1994.⁶ An additional four positions were advertised locally since March 1995.⁷

MFA programs currently exist at the University of Guelph, the University of Windsor and at York University. The program at York University admits eight students per year, whereas the Universities of Guelph and Windsor admit four students each. While the Academic Advisory Committee notes that duplication exists in the areas of painting, drawing and sculpture, the program at the University of Waterloo is unique in Ontario with respect to its emphasis on ceramic sculpture and expressive computer imaging, and is one of only four universities in Canada where such offerings are available. Chairs of the existing MFA programs in Ontario indicated that, despite some overlap in program content and in view of significant unmet student demand for MFA programs generally, no adverse impact on enrolment in existing programs was anticipated.⁸ The letter from the University of Guelph detailed the complementarity of the two programs and noted their ongoing co-operative relationship. Research undertaken by the University of Waterloo revealed that, for each million residents, Ontario provides access to only 1.8 new MFA students annually. In contrast, British Columbia admits 2.7 per million of its population (10 students per year); Alberta, 5.8 per million (16 students); Saskatchewan, 11.8 per million (12 students); and Quebec, 5.4 per million (40 students).⁹ Relative to other jurisdictions and in view of the unmet student demand, the University of Waterloo concludes that there is considerable justification for an additional MFA program in Ontario.

Enrolment began in September 1993 with four full-time students. These students graduated in the Spring of 1995. The University indicates that a second group of four students enrolled in September 1994, followed by another four students in the Fall of 1995. The steady-state admission level of four students per year was achieved in the first year of the program's operation (1993-94). The steady-state total enrolment of eight students was achieved in the second year of operation (1994-95). The number of qualified applicants has consistently ranged between four and five times the number of spaces available for new admissions.¹⁰ University

4. *Ibid.*, p. 6.

5. *Ibid.*, p. 7

6. *Ibid.*

7. *Ibid.*

8. See Appendix 4: Letters from Thomas Tritschler, Chair, Fine Art Department, University of Guelph, June 27, 1995; Wm. C. Law, Director, School of Visual Arts, University of Windsor, July 27, 1995; and Guy P.R. Métraux, Professor and Chair, Department of Visual Arts, York University, July 27, 1995.

9. University of Waterloo, *op. cit.*, p. 10.

10. *Ibid.*, p. 10. See table detailing enquiries and acceptances.

records show that applications have been received from qualified students from across Canada and abroad.

The Academic Advisory Committee notes that it reviewed letters from potential employers of MFA graduates, numerous cultural and artistic organizations, and recent graduates, all strongly supporting the societal need for the MFA program at the University of Waterloo.¹¹

In view of the small number of MFA graduates currently produced annually in Ontario, unmet student demand for the program and the evidence of socio-cultural societal need for MFA graduates as teachers, cultural interpreters and self-employed artists, the Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for this program.

3. Consistency with Aims, Objectives and Existing Strengths

The MFA program in Studio Art has been included in the University's Five-Year Graduate Plan since 1992, and is consistent with the University of Waterloo's academic plan. The University states:

...we do not see ourselves exclusively as a technological institution, nor do we believe that core courses and programs in Arts and Science exist only to provide "service teaching" or electives to students in applied areas. Rather, we see Waterloo as a relatively highly focussed institution, with high standards for excellence in all the disciplines we choose to offer. We expect our faculty members to be researchers and scholars who will engage in creative intellectual work and contribute to an understanding of the natural, cultural, social and technological aspects of Canada and the world. Once the research, teaching, and undergraduate programs of a department have been established, we expect the department to consider the development of a graduate program, provided that there is some indication of student interest and societal value.¹²

The University indicates that the proposed program fits with the existing mission and strengths of the University and is consistent with the recent report of the Long-Range Planning Committee of the Senate of the University of Waterloo entitled Planning for the Fourth Decade. The University notes that the first Fine Arts courses at Waterloo were offered in 1966, seven years after the University opened. As more faculty members were hired, an undergraduate program was established and eventually a Department of Fine Arts was created. The University of Waterloo offers a minor in Fine Arts, and general, honours, joint honours and honours applied studies co-op undergraduate degrees in Fine Arts. Specializations are offered in studio, art history and film studies. In 1991-92 the decision was made that the resources, both human and physical, were available to mount a graduate program.

Waterloo underlines the ways in which specific features of the program fit with other strengths of the institution and the community. The University notes for example:

...Waterloo is well known for its work in computer science; the new MFA program draws upon that expertise in offering specialization in computer graphics. One full-time Fine Arts faculty member is currently working in

11. See *Ibid.*, Appendix 3: Letters in Support of the Funding Submission.

12. University of Waterloo, *Response to Request for Additional Information*, December 12, 1995, p. 1.

expressive computer imaging, and two adjunct professors (one from Computer Science, the other from Architecture) have collaborated with him on colour research and other projects over the past decade. Another example is the specialization offered in ceramics, which is particularly relevant to the Canadian Clay and Glass Museum, located in the city of Waterloo. Finally, the MFA program has the unique feature of training its students to interpret their work, and to communicate effectively to the public at large. Not only does this aspect of the program fit well with the Waterloo goal of developing intellectual links between the humanities and the information sciences, but it is also in keeping with our goal that the results of scholarly work should be made available and accessible to society at large.¹³

Collateral program strengths at Waterloo include Arts Administration (BA), English (BA, MA, PhD), Architecture (BArch), and Computer Science (BMath, MMath, PhD). All of these disciplines have faculty members involved in offering courses or conducting research in areas of relevance to MFA students. The MFA program also benefits from its proximity to the Canadian Clay and Glass Gallery, where MFA graduates in ceramic sculpture can hold thesis exhibitions. Renowned artists form the core faculty and have works located in major collections and in national and international exhibitions.

The resources and facilities necessary to offer the program are in place. As the University notes, in support of the MFA program, the University undertook major renovations to existing facilities that now provides studios and offices for faculty, staff and students. The necessary gallery space, computer and other laboratory and workshop facilities are available. Library resources in support of the program have been collected since the early 1980's, and text and slide collections are sufficient to support the program.¹⁴

The Academic Advisory Committee is satisfied that the MFA program in Studio Art is consistent with the aims, objectives and existing strengths of the University of Waterloo.

4. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Master of Fine Arts program in Studio Art at the University of Waterloo be recommended by Council for funding eligibility.

Academic Advisory Committee

December 19, 1995

13. University of Waterloo, December 12, 1995. *op.cit.* p. 2.

14. University of Waterloo, Master of Fine Arts - Funding Submission to the Ontario Council on University Affairs, July 31, 1995, pp. 12-15.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Native Studies, Honours BA and Specialized BA
Laurentian University

New Undergraduate Special Program
Considered for Funding Eligibility

(Cursory Review)

On June 27, 1995, Laurentian University submitted the new undergraduate special Honours Bachelor of Arts and Specialized Bachelor of Arts programs in Native Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the programs, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the programs are summarized below.

Laurentian University currently offers a three-year BA program in Native Studies. The proposed new four-year Honours BA and Specialized BA programs are built upon the existing three-year program. Four-year students who obtain a minimum overall grade average of 70% in their Native Studies courses will be eligible to receive an Honours BA.

The University argues that the proposed programs are "a logical next step" in Laurentian's development of programs to serve the pressing needs of the First Nations communities, and are consistent with the goals of the Ministry of Education and Training's Aboriginal Post-Secondary Education and Training Strategy. The Native Studies programs are designed to promote understanding of the diversity of Native Peoples and their traditions, and the historical roots of many complex issues currently facing First Nations and Canada.¹ The University indicates that the rapid evolution of Aboriginal self-government has created a demand for individuals knowledgeable in Native history, languages, cultures and issues, as well as skilled in analysis and research. Also, an understanding of Aboriginal world views, philosophies, cultures, languages and histories is argued as necessary to serve First Nations in a variety of capacities including teaching and service provision. The addition of higher-level courses in these subject areas will enable students to broaden their areas of knowledge and specialization. Graduates of the four-year Honours BA program will also be qualified to apply for entry into Master's level programs.

Student demand for the proposed programs is expected to be strong. A total of 28 students are currently enrolled in the four-year program.

The proposed programs received Senate approval on April 20, 1995.

1. Laurentian University, Submission to the Ontario Council on University Affairs for Funding Eligibility Review: Native Studies, Honours BA and Specialized BA, June 27, 1995, p. 3.

COU's comments indicate general support exists in the Ontario university system for the proposed programs. The Committee notes that the institution received input from local and regional Aboriginal organizations through the Native Studies Community Council during the development of the proposed program.²

The Academic Advisory Committee is satisfied that the request for funding eligibility for the Honours BA and Specialized BA programs in Native Studies, based on an existing BA program in Native Studies, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours BA and Specialized BA programs in Native Studies at Laurentian University be recommended as eligible for counting.

Academic Advisory Committee

December 19, 1995

2. Letter from Ms. Mary Ann Corbiere, Chair, Department of Native Studies, to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, January 4, 1996.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Engineering Physics and Society, (BEng[Soc])
McMaster University

New Undergraduate Professional Program
Considered for Funding Eligibility

(Cursory Review)

On July 27, 1995, McMaster University submitted the new undergraduate professional Bachelor of Engineering and Society program in Engineering Physics and Society to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU), which in turn circulated the program to the Committee of Ontario Deans of Engineering (CODE) for comment.

Council referred the program, and CODE's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

McMaster University currently offers a four-year Bachelor of Engineering program in Engineering Physics and six other five-year Engineering and Society programs (Chemical Engineering and Society, Civil Engineering and Society, Computer Engineering and Society, Electrical Engineering and Society, Materials Engineering and Society, and Mechanical Engineering and Society). Students enrolled in the proposed program will obtain the full Engineering Physics program required by the Canadian Engineering Accreditation Board (CEAB), plus an additional set of social-technical studies courses covering: inquiry, social control of technology, culture of technology, environmental studies, case studies in the history of engineering, and engineering economics. The Committee notes the proposed program is five years in duration. Students enter in Year Two after completion of Year One, which is common to all students in Engineering programs. The University indicates the additional year of study provides for significantly more liberal arts education than is found in the existing four-year Engineering Physics program. No additional courses have been created in order to offer the program.

The University argues that in a society where technology plays an increasingly dominant role, effective engineering practice requires both technical excellence and a thorough understanding of how technology fits into the larger context of both society and the environment. The proposed program aims to "produce engineers who not only are technically competent in their chosen field of specialization, but also have a better understanding of the interaction of their profession and society".

Student demand for the proposed program is expected to be strong. However, no additional students will be admitted to the total number of students in Engineering and Society programs as a result of the addition of the Engineering Physics and Society program. The

proposed program will simply share a portion of the 30 students admitted to Year Two of the Engineering and Society programs.

The proposed program received Senate approval on January 11, 1995. The University notes that no additional costs will result from the addition of the proposed program.

Comments provided by CODE indicate that support exists for the proposed program in the Ontario university system.

The Academic Advisory Committee is satisfied that the BEng(Soc) program in Engineering Physics and Society primarily involves a re-packaging of existing courses, and that McMaster University's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Engineering (Society) program in Engineering Physics and Society at McMaster University be recommended as eligible for counting.

Academic Advisory Committee

November 17, 1995

Appendix H

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Manufacturing Engineering and Management (BEng[Mgt])
McMaster University

New Undergraduate Professional Program
Considered for Funding Eligibility

(Cursory Review)

On July 27, 1995, McMaster University submitted the new undergraduate professional Bachelor of Engineering and Management program in Manufacturing Engineering and Management to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU), which in turn circulated the program to the Committee of Ontario Deans of Engineering (CODE) for comment.

Council referred the program, and CODE's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

McMaster University currently offers a four-year Bachelor of Engineering program in Manufacturing Engineering and seven other five-year Engineering and Management programs (Chemical Engineering and Management, Civil Engineering and Management, Computer Engineering and Management, Electrical Engineering and Management, Engineering Physics and Management, Materials Engineering and Management, and Mechanical Engineering and Management). Students enrolled in the proposed program will obtain the full Manufacturing Engineering program required by the Canadian Engineering Accreditation Board (CEAB), plus an additional set of Commerce courses in providing them with significant background in economics, organizational behaviour, marketing, accounting, finance and management science. The Committee notes the proposed program is five years in duration. Students enter in Year Two after completion of Year One, which is common to all students in Engineering programs. No additional courses have been created in order to offer the proposed program.

The University argues that the proposed program meets the societal need for "a new generation of engineering graduates" who are not only technically qualified in their chosen discipline, but also more able to use their problem-solving skills in a business environment.

Student demand for the program is expected to be strong. However, no additional students will be admitted to the total number of students in Engineering and Management programs as a result of the addition of the Manufacturing Engineering and Management program. The proposed program will simply share a portion of the 75 students admitted to Year Two of the Engineering and Management programs.

The proposed program received Senate approval on January 11, 1995. The University notes that no additional costs will result from the addition of the proposed program.

Comments provided by CODE indicate that support exists for the proposed program in the Ontario university system.

The Academic Advisory Committee is satisfied that the program request for a new Bachelor of Engineering and Management program in Manufacturing Engineering and Management primarily involves a re-packaging of existing courses, and that McMaster University's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Engineering (Mgt) program in Manufacturing Engineering and Management at McMaster University be recommended as eligible for counting.

Academic Advisory Committee

November 17, 1995

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Fine Arts (BFA) [Bilingual]
University of Ottawa

New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility

(Cursory Review)

On July 28, 1995, the University of Ottawa submitted the new undergraduate quasi-professional Bachelor of Fine Arts program in Fine Arts to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comments.

The program was also referred to Franco-Ontarian Education and Training Council [Conseil de l'éducation et de la formation franco-ontariennes (CEFFO)] for comment from the perspective of the Francophone community. These comments are provided to Council under separate cover.¹

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The proposed program is an amalgamation of three previously existing BFA programs including: Studio, Photography, and Theory and History of Art. The Committee notes that the University's decision to rationalize its offerings in the Department of Visual Arts has resulted in a significant reduction in the number of courses offered by the department and a reduction in the number of required Art courses to be taken in the Department of Visual Arts.² The University indicates that two new courses have been developed in order to support the proposed new program. The Committee notes that less than 25% of the required courses are new.

The University argues that the restructured program responds to the present restrictive budgetary context, which required a reduction in the number of courses needed to serve full-time students. The University also indicates that the restructured program responds to a need to open up the BFA program to related fields of study by strengthening its general education component. In particular, the University argues that the restructured program provides room within the curriculum for courses that prepare individuals to gain entry into Bachelor of Education programs and to teach the new Arts curriculum in the Ontario's publicly-funded

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1. Letter to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, from Rolande Faucher, Chair, Franco-Ontarian Education and Training Council, January 31, 1996.
 2. Fifty courses were abolished as a result of the rationalization process.

schools.³ Also, the University indicates that the proposed program will restore a more appropriate linguistic equilibrium within its student clientele.

Student demand for the restructured program is expected to be steady. A total of 225 full-time and part-time students were enrolled in the program in Fall 1995.

The proposed program received Senate approval on January 9, 1995. The University notes that no additional costs will result from the addition of the proposed program.

Comments provided by COU indicate that support exists in the Ontario university system for the proposed program.

The Academic Advisory Committee is satisfied that the request for a new Bachelor of Fine Arts program in Fine Arts primarily involves a re-packaging of existing courses, and that the University of Ottawa's request for funding eligibility is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Fine Arts program in Fine Arts at the University of Ottawa be recommended as eligible for counting.

Academic Advisory Committee
December 19, 1995

3. Two teachable subject areas are required to gain entry to intermediate/senior BEd programs and to teach at the secondary school level in Ontario.

Appendix J

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Film, Combined Honours BA
The University of Western Ontario

New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility

(Cursory Review)

On July 21, 1995, The University of Western Ontario submitted the new undergraduate quasi-professional Combined Honours Bachelor of Arts program in Film to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU), for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

The University of Western Ontario currently offers a three-year BA program in Film. The proposed Combined Honours BA program is built upon this existing program. Students can combine their studies in Film with courses in the following subject areas: Anthropology, Anthropology (Linguistics Specialization), Classical Studies, English, French, German, Greek, History, Latin, Philosophy, Political Science, Religious Studies, Russian, Sociology, Spanish, Visual Arts, Western Literature and Civilization, or Women's Studies. One and a half full new courses have been introduced in order to offer the program.

The University indicates that the addition of the four-year program responds "to the needs of those students and to widespread interest and growth in film studies throughout our culture".¹ The University indicates that graduates of the three-year BA program have frequently found employment in the film and television industries as scriptwriters, administrators, production assistants, and in various support positions. The proposed four-year Combined Honours BA program provides students with the opportunity to be better prepared for a broader range of careers through the study of a second discipline. The University projects an even greater demand in the future for potential employees who can combine visual literacy with more traditional analytical skills. Finally, it is argued that graduates of the four-year Combined Honours BA program will be qualified to pursue film studies at the graduate level. As stated by the Chair of the Department of English:

An Honours program that allows students to combine the study of Film with the study of another discipline (e.g., Political Science, a foreign language, Sociology, English, Anthropology, Psychology, Visual Arts) will

1. The University of Western Ontario, Submission to the Ontario Council on University Affairs for Funding Eligibility Review, Film, Combined Honours BA, July 2, 1995, p. 1.

significantly improve students' positioning for successful entry into a changing workplace, in addition to providing sufficient entrance requirements for those who wish to pursue graduate work in Film or Media studies.²

Student demand for the program is expected to be strong. The University indicates that total registrants to Film courses at the University have been between 800 and 900 students in recent years. The University indicates that 27 students have enrolled in the Combined Honours BA program for the 1995-96 academic year. A steady-state total enrolment level of between 40 and 50 students is projected for the program.

The proposed program received Senate approval on October 18, 1995. The University indicates that the proposed program has been created through the realignment of existing resources.

Comments provided by COU indicate that support exists in the Ontario university system for the proposed program.

The Academic Advisory Committee is satisfied that the program request for a new Combined Honours BA program in Film, based on an existing BA program in Film at The University of Western Ontario, is reasonable and justifiable.

Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Combined Honours Bachelor of Arts program in Film at The University of Western Ontario be recommended as eligible for counting.

Academic Advisory Committee
December 19, 1995

2. Letter from Dr. Paul Gaudet, Chair, Department of English, The University of Western Ontario, to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, November 20, 1995.

Appendix K

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Energy and Environmental Science (BSc)
Lakehead University**New Undergraduate Quasi-Professional Program**
Considered for Funding Eligibility

On July 26, 1995, Lakehead University submitted the new undergraduate quasi-professional Bachelor of Science program in Energy and Environmental Science to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed four-year Bachelor of Science program in Energy and Environmental Science is founded on the former Energy and Fuel Science minor program. Existing courses in conservation fuels, solar energy and nuclear energy will support the new program. The program consists of an interdisciplinary core, a minimum of five courses in the discipline of concentration and three elective courses. Students may choose from one of the following concentrations: Biology, Forestry or Physics. The proposed program aims to produce graduates "with a sound interdisciplinary science and mathematics background who will have appreciable exposure to the perspectives of the humanities and social sciences on environmental issues".¹

The Committee notes the Environmental Assessment Certificate program² can also be taken within the proposed program.

2. Academic Quality

The program was approved by the Senate of Lakehead University on May 12, 1995.

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1. Lakehead University, Submission to OCUA for Funding Eligibility Review: Energy and Environmental Science, BSc, July 26, 1995, p. 1.
 2. The Environmental Assessment Certificate program was developed in conjunction with the University of Waterloo as distance education program. It consists of five half courses in print, audio, video and tele-conference format. The objectives of the EA program are: to develop an understanding of the premises, theories and practices underlying environmental impact assessment, and to create a clear understanding of the Environmental Assessment Act of Ontario and of the federal environmental assessment process; and to develop an understanding of how planning development and resource management decisions are made, particularly in a hinterland context. Credits obtained within this program may be transferred as elective credits to other Lakehead University programs.

3. Financial Viability

Lakehead University has assured Council that it has in hand the necessary resources to support the program.³ The Committee notes that no new faculty or staff positions are necessary to offer the program.

4. Projected Enrolment

Lakehead University projects a year-one intake level of 15-20 students for the program. The program is expected to reach a steady-state total enrolment level of 35-40 students.

5. Co-operation Between or Among Other Post-Secondary Institutions

The proposed program does not involve any co-operative arrangements with other post-secondary institutions.

6. Societal Need and Student Demand

The University argues that environmental issues have become an important global concern. As society has become more sensitive and concerned with the impact of human activity on the environment, the need for skilled and knowledgeable individuals to work in the environment industry has increased. According to a 1992 study prepared by Ernst and Young for Employment and Immigration Canada, the environment industry employs between 60,000 and 70,000 people, making it a significant employer in the Canadian economy. Manufacturing and service sector businesses conducting the following environment-related activities have been identified as potential employers of program graduates: water pollution control, air pollution control, solid waste management, measuring and monitoring instruments and control, scientific research and laboratory equipment, chemical for pollution control, noise control, waste handling and environmental facility operation, consultant services, environmental pollution assessment and control, laboratory services and related field services, environmental research, natural resource conservation and protection. Furthermore, the University argues that strong future growth is to be expected in the environmental industry in Canada. As well, a significant export potential for skilled graduates in the environment field is expected.

Letters received from potential employers substantiate the arguments made by Lakehead University regarding the societal need for graduates. For example, a representative of Placer Dome Canada Limited had the following comments regarding the proposed program and the demand for skilled individuals in Northwestern Ontario:

As presented, it [the proposed BSc in Energy and Environmental Science program] appears to have a good cross section of the components necessary to prepare someone choosing a career in this field.

Placer Dome Canada is presently proceeding with the development of a large underground gold deposit approximately 200km north of Pickle Lake in Northwestern Ontario. A major part of this project involves the detailed and comprehensive management of the environmental impacts on the area, over the expected 12-15 year mine life. To manage this aspect in a manner consistent with the expectations of modern day society and with the best

3. Letter from Robert G. Rosehart, President, Lakehead University, to Professor J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, November 28, 1995.

available technology and know how, it will require well trained people from programs such as what you are proposing.⁴

Similarly, the Thunder Bay District Manager of the Ministry of Environment and Energy states:

Graduates from this program should appreciate the linkages between society's use of energy and the impacts on the environment. From the perspective of the Ministry of Environment and Energy, these graduates would currently be potential employees in our Policy and Planning sections in Toronto. In our Regional and District Offices our focus is monitoring and controlling emissions and discharges from industry and sewage treatment plants. In the near future our focus will likely shift to controlling emissions to air that contribute to greenhouse and acid rain effects and long range transport of contaminants over vast distances and across international boundaries. These issues are not easily understood and therefore are harder to communicate to people. Graduates from a program such as proposed will be needed in Regional and District Offices of the Ministry in the near future as these issues come to the fore.⁵

Also, a representative of Ontario Hydro makes the following comments regarding the societal need for graduates in the energy field generally:

Ontario Hydro, in common with many energy utilities, faces severe challenges in moving towards more sustainable ways of providing energy services to customers. It's my opinion that graduates of the program you are developing could contribute to this work.

The combination of basic sciences with more specialized relevant course and humanities will provide the breadth of education that is necessary to deal with future problems in the energy field where technical issues are often inextricably intertwined with environmental, social and political issues.⁶

Student demand for the proposed program is expected to be strong. The University cites the increased number of applications and registrations in environmental programs in the Ontario university system as evidence of the strong student demand for environmental programs. The University also argues that the consistent enrolment level of between 85 and 100 students in the Environmental Assessment Certificate program is further evidence of student interest in environmental programs at Lakehead University.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

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4. Letter from Mr. Colin Seeley, Manager Public Relations, Musselwhite Project, Placer Dome Canada Limited, to Ms. Margaret Hawton, Program Co-ordinator, Physics Department, Lakehead University, July 10, 1995.
 5. Letter from W.D. Murray, District Manager, Thunder Bay District, Ministry of Environment and Energy, to Ms. Margaret Hawton, Program Coordinator, Physics Department, Lakehead University, July 27, 1995.
 6. Letter from Mr. John Stephenson, Business Development Manager, Fossil, Ontario Hydro, to Ms. Margaret Hawton, Program Co-ordinator, Physics Department, Lakehead University, June 27, 1995.

7. Uniqueness

The University argues that elements of the curriculum content are unique to the Ontario university system. For example, the proposed program includes an examination of the impact on the environment caused by a growing population in the context of energy use, specifically energy as an environmental issue. Also, exploration of conventional and alternative energy forms and strategies for reducing energy consumption or improving fuel conversion efficiencies is cited as a unique element to the system. Finally, the University argues that the proposed program caters primarily to students in Northwestern Ontario, who often are unable to access other environmental programs in the province due to social and economic barriers.

The Committee notes the existence of other similar programs currently operating in the Ontario university system, but concludes that duplication of existing programs in this area is justifiable given the unique curriculum components, the Northwestern Ontario location and the strong demand for student places.

8. Local and Regional Support for the Program

Potential employers in the Thunder Bay area have indicated their support for the proposed program.⁷

Comments received from COU indicate that general support exists in the Ontario university system for the proposed program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing strengths and resources drawn from the former Energy and Fuel Science minor program, as well as existing programs and courses in Biology, Forestry and Physics.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Lakehead University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Science program in Energy and Environmental Science at Lakehead University be recommended as eligible for counting.

Academic Advisory Committee

December 19, 1995

7. Letters of support were received from Placer Dome Canada Limited, Thunder Bay Hydro and Thunder Bay District Office, Ministry of Environment and Energy.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

**Fine Arts Studies, BA, Specialized BA and Honours BA
Laurentian University (Algoma College)****New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility**

On July 27, 1995, Laurentian University (Algoma College) submitted the new undergraduate quasi-professional Honours BA, Specialized BA and BA programs in Fine Arts Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the programs, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the programs are summarized below.

1. Proposed Curriculum

The proposed three-year Bachelor of Arts, four-year Specialized Bachelor of Arts and Honours Bachelor of Arts programs in Fine Arts Studies are joint multi-disciplinary programs including the faculty and facilities of the three post-secondary institutions in the Sault Ste. Marie area: Laurentian University (Algoma College), Sault Ste. Marie, Ontario; Lake Superior State University, Sault Ste. Marie, Michigan, USA; and, Sault College of Applied Arts, Sault Ste. Marie, Ontario. Students choose two of the following areas of focus out of an available six: Advertising Art and Graphic Design, Music, Native Arts and Culture, Theatre, Visual Arts, and Writing. A third minor subject area is also selected. The programs aim "to contribute to the vitality of the "Arts" by developing perceptive, creative and articulate artists/performers, critics, teachers, journalists/writers, librarians and audience/observers."¹

2. Academic Quality

The programs were approved by the Senate of Algoma College on September 16, 1994, and the Senate of Laurentian University on April 20, 1995. The Committee notes that comparable levels of approval have been obtained from Sault College of Applied Arts and Technology and Lake Superior State University.

3. Financial Viability

The Boards of each of the three participating institutions have approved the programs and are committed to their success.² The College indicates that, consistent with Council's

1. Algoma College (Laurentian University). Submission to OCUA for Funding Eligibility Review: BA, Specialized BA, Honours BA, Fine Arts Studies. July 27, 1995, p. 3.

2. The Board of Governors approved the 1994-95 budget at its September 21, 1995 meeting.

advice, the programs will be offered "under very stringent financial criteria: additional costs must be completely covered by incremental revenues from tuition and the program delivered with the faculty already in place."³ No additional resources are being requested as a result of the proposed programs.

The Committee notes Algoma College received start-up funds from BRIDGE⁴ for the development of the proposed programs.

4. Projected Enrolment

The University projects a year-one intake level of between 15 and 20 students. The programs are expected to reach a steady-state total enrolment level of between 81 and 93 students in 1999-2000. Twelve students are currently enrolled in year-one of the programs.

5. Co-operation Between or Among Other Post-Secondary Institutions

The proposed programs are made possible as a result of cooperation and sharing of faculty, personnel and physical resources among Algoma College, Sault College of Applied Arts and Technology and Lake Superior State University. Courses and facilities at each of the participating institutions will be available to all students in the programs. A joint committee of faculty and administrators (the BRIDGE Fine Arts Committee) worked for three years preparing the curriculum and articulating the necessary inter-institutional arrangements.

6. Societal Need and Student Demand

AAC considered the societal need and student demand of the proposed programs as per the mission of Algoma College and the recommendations contained in Council's Advisory Memorandum 88-VIII. AAC noted the proposed programs were to meet the needs of students and employers in the Sault Ste. Marie area.⁵

Graduates of the programs will acquire a broad knowledge of some of the dynamics that govern the fine arts, the inter-related nature of the arts, and some practical experience in the application and creation of these arts. It is argued that this educational experience will transfer readily into the teaching profession and a variety of arts-related occupations "where specific communication skills linked with knowledge and insight into the two or three selected fields is

3. Laurentian University (Algoma College) Response of Algoma University College to the Academic Advisory Committee of the Ontario Council on University Affairs Regarding the BA, Fine Arts Studies and BA, Social Welfare, November, 1995, p. 3.

4. BRIDGE refers to the Bi-national Regional Initiative Developing Greater Education. BRIDGE was formed in 1990 to facilitate and promote a cooperative approach among Lake Superior State University, Sault College of Applied Arts and Algoma College in order to develop a unique cross-border educational initiative.

5. The mission of Algoma College in co-operation with Laurentian University and other institutions can be specifically defined as follows:

- to seek and disseminate knowledge that is particularly beneficial to the North;
- to identify the needs of the region for basic university undergraduate programs and respond to these needs as far as possible;
- to provide undergraduate courses that are particularly beneficial to the North;
- to encourage more people in the North to pursue undergraduate university studies;
- to enhance access to university-level education by Native people;
- to identify and meet the special needs of adult learners and those embarking on a career change or re-entering the world of work;
- to enhance the cultural life of Sault Ste. Marie and the surrounding community;
- to make available to the local community its library and access to other sources of information, such as electronic databanks; and
- to assist the development of local enterprise.

bolstered by a broad appreciation of the fine arts.”⁶ The following occupations for graduates have been identified: teaching; museum and gallery work; writing and/or editing for arts-related publications; employment in the broad field of the arts and entertainment industry; self-employment as practising artists; and, work as designers in two and three dimensional media. Advanced studies at the graduate and/or professional school level in Music, Theatre, Creative Writing, Visual and Graphic Arts have also been identified as a possibility for program graduates.

Letters received from potential employers in the Sault Ste. Marie area substantiate arguments made by Algoma College regarding the societal need for graduates. For example, a representative of Ontario Lottery Corporation makes the following comments regarding the societal need for graduates of the proposed programs and the specific need within his organization for individuals with skills in writing and graphic and advertising arts:

Graduates of the proposed program will certainly be qualified for employment in various capacities. Potential opportunities at the OLC include positions in the areas of writing (both technical and creative), and graphic design, as the Corporation produces a number of in-house publications. The OLC may also indirectly contribute to employment through the use of advertising agencies, which are responsible for ticket design, as well as the production of television and radio commercials, and print ads.

I also see the program as an opportunity for current OLC employees to strengthen their abilities in writing and in graphic design. Presently, the OLC's Training and Development Department must arrange for in-house workshops, or seek other training opportunities, for staff wishing to update skills in these areas. The proposed program offers a cost-effective and convenient alternative.⁷

Similarly, the President and Creative Director of Brooks Marketing Resources Inc. makes the following comments regarding the societal need for program graduates with particular skills in graphics arts and interactive media:

The [Fine Arts] Consortium's approach will undoubtedly enhance the value of graduates to businesses in traditional graphic arts and in the emerging field of interactive media. Certainly, with communications technology becoming increasingly cross-disciplinary, the demand is for multi-skilled practitioners rather than specialists in any one field. These are the kind of people we look for to meet our growth and development objectives.⁸

6. Laurentian University (Algoma College). *Op. cit.*, p. 4.

7. Letter from Mr. Garth Manness, Ontario Lottery Corporation, to Professor James Gibson, Acting President, Algoma University College, July 24, 1995.

8. Letter from Mr. Brian Brooks, President and Creative Director, Brooks Marketing Resources Inc., to Dr. J. Douglas Lawson, President, Algoma University College, July 14, 1995.

Also, employers in the Sault Ste. Marie area have indicated the specific societal need for graduates with knowledge and training in Visual Arts. For example, the Curator/Administrator of the Sault Ste. Marie Museum makes the following comments regarding the specific interest of the community and need for individuals with knowledge and skills related to Native Arts:

The committee has done admirable work in developing such a unique co-operative model to bring this opportunity to participate in Fine Arts Studies to Northern Ontario and Southern Michigan. The arts communities in both areas are creative and vibrant, and interest in the performing and visual arts is evident. The opportunity to pursue visual arts studies close to home, and with the broad range of options made possible by combining the strengths of the three institutions is both attractive and cost effective.

Of special interest is the Native Arts and Cultural component of the program with its emphasis on continuing the oral tradition and interpreting and keeping alive the skills, knowledge and beliefs of First Nations peoples. As a museum which seeks to portray the history of Algoma District, we would benefit from having access to an exhibit designer with perspective.⁹

Similarly, the societal need for artists is described by the Executive Director of the Arts Council of Sault Ste. Marie & District and the President of the Art Gallery of Algoma:

The uniqueness of the program is both challenging and exciting and will provide much needed quality programming for this region.

This community has a rich and varied fine arts community which will be enhanced by the presence of this program, encouraging artists in all areas to further their education and talents and to encourage high school graduates to enrol in a program close to home.

There are many facilities in the region that require well educated and highly skilled professionals with a fine arts background: Arts Councils, Art Galleries, Museums, Heritage cites, etc.¹⁰

In looking over the proposed curriculum, it is obvious that a comprehensive program of study will now be available for students. This dovetails with the Art Gallery's educational mandate in the community and will contribute to a greater understanding of the vital role that culture plays in our lives. It will also provide a deeper pool of resources to draw upon for future employment opportunities within the broader artistic community in general and for the gallery specifically.

9. Letter from Ms. Judy McGonigal, Curator/Administrator, Sault Ste. Marie Museum, to Professor Jim Gibson, Academic Dean, Algoma University College, July 10, 1995.

10. Letter from Ms. Mary Capstick, Executive Director, Arts Council of Sault Ste. Marie & District, to Professor Jim Gibson, Academic Dean, Algoma University College, July 20, 1995.

As we grow, the need for training professional becomes paramount, professionals that have a clear and holistic view of arts, and that have the practical background to function in professional institution. Our need for research curators, registrars, art instructors and public relations personnel will be more easily satisfied as graduates enter the workforce.¹¹

Other letters from potential employers commenting on the societal need for graduates in the Sault Ste. Marie area were received from: Sault Ste. Marie Board of Education, Sault Ste. Marie District R.C. Separate School Board, The Sault Star, Garden River First Nations Education Unit, Algoma Arts Festival Association, Indian Friendship Centre, and the Corporation of the City of Sault Ste. Marie.

Student demand for the proposed programs is expected to be strong. A 1993 survey of high school students, post-secondary students and respondents from the general public in the region, conducted by the BRIDGE Fine Arts Committee, revealed that 1,832 (30%) of the 6,543 respondents to the survey were interested in pursuing a Fine Arts diploma or degree program. As indicated above, 12 students are currently enrolled in the program.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed programs.

7. Uniqueness

Algoma College argues that the tri-institutional and bi-national joint nature of the programs is unique to the system.

8. Local and Regional Support for the Programs

Potential employers in the Sault Ste. Marie area have indicated their support for the proposed programs. BRIDGE support and initiative provided the impetus for the cooperation necessary to develop the programs. A statement made by the Chair of the Cultural Advisory Board of the City of Sault Ste. Marie provides an example of the local support for the proposed programs:

In closing, we share the view that the BA program in Fine Arts Studies will represent an important and viable educational opportunity to the region and is a logical result of the assessment and coordination of local resources which, in my opinion, are vastly disproportionate to the size of the population base.¹²

Comments received from COU indicate that general support exists in the Ontario university system for the proposed programs.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed programs.

11. Letter from Ms. Nancy Cresswell, President, Art Gallery of Algoma, to Professor Jim Gibson, Academic Dean, Algoma University College, July 26, 1995.

12. Letter from Mr. Douglas R. McChesney, Chair, Cultural Advisory Board, Community Services Department, The Corporation of the City of Sault Ste. Marie, to Professor Jim Gibson, Academic Dean, Algoma University College, August 14, 1995.

9. Institutional Appropriateness

The proposed programs are based upon existing program strengths and resources drawn from each of the three institutions involved. The Committee notes the proposed programs are designed to meet the needs of the Sault Ste. Marie area and to match the mission outlined for Algoma College in Council's Advisory Memorandum 88-VIII.¹³

The Academic Advisory Committee is satisfied that these programs are appropriate developments at Laurentian University (Algoma College).

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Bachelor of Arts, Specialized Bachelor of Arts and Honours Bachelor of Arts programs in Fine Arts Studies at Laurentian University (Algoma College) be recommended as eligible for counting.

Academic Advisory Committee

January 19, 1996

13. See Footnote 21.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Environmental Science/Physical Geography (Honours BSc)
Nipissing University

New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility

On July 31, 1995, Nipissing University submitted the new undergraduate quasi-professional Honours Bachelor of Science program in Environmental Science/Physical Geography to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

Nipissing University currently offers a BA program in Environmental Geography. The proposed four-year Honours Bachelor of Science program in Environmental Science/Physical Geography has been created to provide an even greater emphasis on Physical and Environmental Geography than is permitted in the BA program, along with an appropriate selection of science courses considered most relevant to those seeking future careers as environmental scientists. The proposed program has been in place since September 1994.

2. Academic Quality

The program was approved by the Senate of Nipissing University on November 12, 1993.

3. Financial Viability

Nipissing University has assured Council that the resources necessary to support the program are already in place.¹

The University indicates that no new courses have been created in order to offer the proposed program.

4. Projected Enrolment

Nipissing University indicates 30 students are currently enrolled in the program. The program is expected to reach a steady-state total enrolment level of 95 students in 1999-2000.

1. Letter from Dr. Dave Marshall, President and Vice-Chancellor, Nipissing University, to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, July 14, 1995.

5. Co-operation Between or Among Other Post-Secondary Institutions

Nipissing University states it does not have any formal cooperative or joint arrangements with other post-secondary institutions specifically related to offering the proposed Environmental Science/Physical Geography program. However, Nipissing University does indicate that it shares the Education Centre campus in North Bay with Canadore College of Applied Arts and Technology. Furthermore, Canadore College currently offers a diploma program in Environmental Protection. The University indicates it is the intention of both institutions to formalize a two-way transfer credit arrangement between the two programs.

6. Societal Need and Student Demand

The University argues that the emerging environment industry throughout Canada has resulted in "a sustained and growing demand for highly skilled environmental scientists who possess a broad interdisciplinary grasp of environmental processes and who can effectively analyze and deal with a wide variety of environmental issues and situations". The societal need is further described as required for products, services and expertise that can either prevent environmental damage from occurring, or clean up and restore the environment when accidents have occurred.

The University cites three reports released in 1992 indicating evolution and expansion of Canada's environment industry. A report prepared by the Canadian Labour Market and Productivity Centre identifies a demand for highly skilled and semi-skilled personnel to work in a variety of sectors in the economy including forestry, agriculture, fishing, government, recreation, transportation and tourism.² As well, a report prepared by Ernst and Young for the Ontario Ministry of Environment and Energy argues that the future demand growth of Ontario's environmental protection industries will be "generated by regulations and the increasing environmental consciousness of businesses and consumers."³

The following areas of growth were identified in the above report:

- air pollution control firms expect annual growth of 9 - 13% over the next five years
- water pollution control firms expect rapid growth of 10 - 15% per year, triggered by demands posed by tighter regulations in Canada and abroad
- Ontario's solid and hazardous waste firms expect a very rapid growth of 15 - 21% per annum, with a waste reduction and recycling consulting, material recovery facilities, site decommissioning and hazardous waste destruction expected to be areas of growth
- Ontario environmental protection firms responding to the survey forecast an annual average growth rate of 14% over the next five years

Finally, a report prepared by Ernst and Young for Employment and Immigration Canada estimates that by 1995 the environment industry in Canada will need 5,000-7,000 more workers, of which 2,000-3,000 will be highly skilled environmental technicians/technologists, environmental scientists or management personnel.⁴

2. Canadian Labour Market and Productivity Centre, "Environmental Protection and Jobs in Canada: A Discussion Paper for Business and Labour", January 1992, p. 6.

3. Ontario Ministry of Environment and Energy, a report prepared by Ernst and Young, Study of the Ontario Environmental Protection Industry, June 1992, p. 1.

4. Employment and Immigration Canada, a report prepared by Ernst and Young, Human Resources in the Environment Industry, Summary Report, November 1992, p. 18.

Letters received from potential employers substantiate the arguments made by Nipissing University regarding the societal need for graduates. For example, a representative of the Ministry of Environment and Energy states:

I have reviewed the curriculum and find that it has the right blend of disciplines to produce graduates with a thorough understanding of environmental problems and their solutions.

The northern economy hinges on use of resources from the land such as timber and minerals. A degree in the North that cultivates a scientific understanding of the interaction of human and the ecosystem on the northern landscape is essential. I believe this program will fill that need.⁵

Similarly, the Tamagami District Manager of the Ministry of Natural Resources makes the following comments regarding the societal need for program graduates:

From our perspective, as professional natural resource managers, we believe there is strong merit in having a university program in northern Ontario dedicated to teaching undergraduate students the theory and practice of environmental-natural resource management.

Society faces significant challenges in terms of achieving the goal of ecological sustainability. At the same time, its dependence upon natural resources for the generation of wealth is expected to continue, particularly in northern Ontario, albeit the nature of this use will also change significantly over time. Today, more than ever, decision-makers require data, information and technology that will lead to an effective marriage between the imperative of ecological sustainability, and the need for sustainable use of resources. In light of the range and required environmental science-physical geography courses which comprise Nipissing University's program, it would appear that the program's graduates will be well-positioned to contribute to meeting this global challenge.⁶

Specific job opportunities for graduates in the North Bay area have been identified by Nipissing East Community Opportunities:

As part of our Tourism Development Strategy, we are currently involved with a number of community partners in the development of an integral trails system for our region. Having a source of qualified personnel with expertise obtained from the variety of courses offered in this program would be invaluable, not only to this project, but to several others with which we are involved.

5. Letter from Mr. Gordon Miller, District Officer, Ministry of Environment and Energy, August 9, 1995.

6. Letter from G.D. Yarranton, District Manager, Tamagami District, Ministry of Natural Resources, to Dr. Keith Topps, Associate Professor and Science Division Chair, Nipissing University, August 4, 1995.

From the perspective of an organization concerned with job creation, we recognize the potential employment opportunities which graduates from this program will offer.⁷

Student demand for the proposed program has been strong and is expected to continue to be strong in the future. For the 1995-96 academic year, 60 qualified applicants applied for 25 available student places. The Nipissing University Student Union has indicated their support for the proposed program:

...we feel that an Environmental Science/Physical Geography program is essential to this small but vastly growing institution. In the past, this University has not fulfilled the demand in offering extensive science programs. The ESPG program will be an excellent opportunity in offering the students just that. The Student Union feels that this program should indeed fulfil the demand of students interested in a Honours Bachelor [of] Science Degree.⁸

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

The University argues the proposed program's distinguishing features include: its Northern Ontario location, its small size and curriculum strengths in geomorphology/geology, biogeography, soil science, climatology, northern development, hydrology, land resource evaluation/land use planning, natural resources management, forest ecology, freshwater biology and waste management.

The Committee notes the existence of other similar programs currently operating in the Ontario university system, but concludes that duplication of existing programs in this area is justifiable given the program's northern location and the strong demand for student places.

8. Local and Regional Support for the Program

Several organizations in the North Bay area have indicated their support for the proposed program. For example, the comments made by a representative of the Ministry of Environment and Energy's North Bay office provide evidence of this support.

Nipissing has developed the perfect solution to the employers dilemma. Offer a practical program that permits an individual to obtain a well rounded, broad based, professional education. This approach is not necessarily new and innovative but I believe Nipissing has successfully put together a program at the university level that meets the needs of individuals and employers.

7. Letter from Mr. Robert Gray, Chair, Nipissing East Community Opportunities, to Dr. Keith Topps, Associate Professor, Science Division, Nipissing University, July 28, 1995.

8. Letter from Mr. Theo Margaritis, President, NUSU, Nipissing University, to To Whom it May Concern, July 20, 1995.

The continued growth and development of this program will be an integral part of the development of Nipissing University, the City of North Bay and Northern Ontario. In the past it has been necessary to leave North Bay to obtain this level of education and experience thus leading to loss of young people in the North.⁹

Comments received from COU indicate that general support exists in the Ontario university system for the proposed program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing program strengths and resources drawn from Physical and Environmental Geography. The University indicates that new classroom and laboratory facilities will support the proposed program.¹⁰

The Academic Advisory Committee is satisfied that this program is an appropriate development at Nipissing University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Science program in Environmental Science/Physical Geography at Nipissing University be recommended as eligible for counting.

Academic Advisory Committee

December 19, 1995

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9. Letter from Mr. Jim Mills, Environmental Officer, Ministry of the Environment and Energy, to Dr. Keith Topps, Associate Professor, Science Division, Nipissing University, July 17, 1995.
10. The new facilities include:
- a 65-70 student classroom including wall maps, mineral displays, built-in AV equipment and other teaching aids;
 - a 20-25 student "wet lab" fully equipped for soil science hydrology, geology and geomorphology labs;
 - a 20-25 student "wet lab" fully equipped for environment studies and biology labs;
 - a 25-30 student "dry lab" fully equipped for introductory human and physical geography, cartography, air photo interpretation, remote sensing, quantitative methods and GIS labs;
 - a number of smaller rooms for storage, maps and resource materials.

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Environmental Studies (Honours BA) [Bilingual]
University of Ottawa

New Undergraduate Quasi-Professional Program
Considered for Funding Eligibility

On July 28, 1995, the University of Ottawa submitted the new undergraduate quasi-professional Honours Bachelor of Arts (Bilingual) program in Environmental Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for comment.

The program was also referred to the Franco-Ontarian Education and Training Council [Conseil de l'éducation et de la formation Franco-ontariennes (CEFFO)] for comment from the perspective of the Francophone community. These comments are provided to Council under separate cover.¹

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed Honours Bachelor of Arts (Bilingual) program in Environmental Studies is a broad interdisciplinary program including courses from 11 departments of Arts, Science and Social Science Faculties. The core curriculum ensures students receive broad exposure to basic concepts and approaches essential to the study of the environmental issues. Students also receive exposure to methodology, the natural environment and public policy through the restricted electives. A co-op option is offered as part of the proposed program.

2. Academic Quality

The program was approved by the Senate of the University of Ottawa on March 6, 1995.

3. Financial Viability

Five new courses have been created in order to offer the proposed program. The University has assured Council that the necessary resources are in place in order to support the proposed program.²

1. Letter to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, from Rolande Faucher, Chair, Franco-Ontarian Education and Training Council, December 6, 1995.

2. Letter from Dr. Marcel Hamelin, Rector and Vice-Chancellor, University of Ottawa, to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, November 17, 1995.

4. Projected Enrolment

The University of Ottawa projects a year-one intake level of 20 students for the program. The program is expected to reach a steady-state total enrolment level of 100-120 students in 2001-2002.

5. Co-operation Between or Among Other Post-Secondary Institutions

The proposed program does not involve any co-operative arrangements with other post-secondary institutions. The University indicates that the bilingual character of the program, as well as the extensive inter-faculty and inter-departmental co-operation involved in the program, precluded formal co-operation with Carleton University.

6. Societal Need and Student Demand

The University argues that environmental impact assessment and appropriate resource management are increasing concerns of all levels of government, resulting in expanded monitoring and regulation. Furthermore, the University argues that environmental sustainable development is now generally recognized as the basis of society's long term survival. As a result, a demand has developed in society for environmental professionals, particularly those with a holistic appreciation of environmental issues at all levels.

The University of Ottawa indicates that a 1994 survey of National Capital Region employers, by the University's Coop Programs Office, revealed a demand for multidisciplinary environmental graduates. Also, informal discussions with employers of Geography coop students revealed a desire among employers for more broadly trained graduates in the environment area.

Letters received from potential employers substantiate the arguments made by the University of Ottawa regarding the societal need for program graduates. For example, a representative of the Canadian Council for International Co-operation makes the following comments:

There is a growing need for people who understand the symbiotic relationship between society and environment. The University of Ottawa program appears well suited to supply graduates which can make a useful contribution in the type of work CCIC affiliates are engaged in.

It seems to assure a holistic, multidisciplinary perspective, promotes bilingualism, and is located in the national capital with good access to CIDA and the development NGO sector where coop students can be placed for training.³

Similarly, a representative of Statistics Canada describes the specific need for graduates to work within the environmental statistics program.

The three main directions of work in Statistics Canada's environmental statistics program: Environmental Information Systems; Environmental Surveys; and Environmental Accounts require professionals trained in a broad, interdisciplinary environmental studies program as exemplified by

3. Letter from Mr. Peter Padbury, Coordinator, Sustainability Program, Canadian Council for International Co-operation, July 18, 1995.

the new BA Honours in Environmental Studies at the University of Ottawa.

We need personnel who are able to cross disciplinary boundaries by appreciating the relationship between the social, natural and human sciences. The *raison d'être* of Statistics Canada's environmental statistics program is to compile and publish integrated statistical information about the state of Canada's natural environment and the manner in which it affects and is affected by human activities and the economy.⁴

Two potential employers have commented on the specific societal need for bilingual environmental professionals. For example, a representative of Indian and Northern Affairs Canada states:

Although a number of universities in the province have established programs in environmental studies, none, to my knowledge, insist on bilingualism. The bilingual nature of the University makes it the only university in Ontario where such a bilingual program could be established. The bilingual capacity of graduates will, of course, enhance their career opportunities.

I foresee that there will be a demand for students both at the level of the Cooperative Education Program and for post university enrolment. It is likely that much of the work being planned by the federal government and its agencies will seek graduates of the program because they will have bilingual capacity as well as skills of importance to sustainable development.⁵

Similarly, a senior planner at Delcan Corporation makes the following comments:

Enfin, votre proposition de programme bilingue est tout à fait approprié. Comme vous le savez la consultation de la population est l'une des principales composantes des évaluations environnementales. Il ne saurait être question pour les firmes impliquées dans un tel processus de ne pas pouvoir offrir des services professionnels dans les deux langues officielles de l'Ontario et du Canada. Ainsi, à titre d'exemple, notre firme offre des services professionnels bilingues non seulement dans tous les mandats à l'intérieur de la région de la Capitale nationale mais aussi dans l'est de l'Ontario et dans les régions du nord ontarien. Dans la plupart des cas nous ne pouvons pas nous contenter de traducteurs. Notre firme cherche donc toujours à engager des professionnels bilingues.

4. Letter from Mr. Richard H.H. Moll, Senior Research Analyst, National Accounts and Environment Division, Statistics Canada, July 20, 1995.

5. Letter from Valerie Hume, Policy Coordinator, Sustainable Development, Indian and Northern Affairs Canada, to Professor Rolf Wesche, Coordinator, BA Environmental Studies, Department of Geography, University of Ottawa, July 13, 1995.

C'est donc avec enthousiasme que j'appuie sans réserve l'initiative de l'Université d'Ottawa d'offrir ce programme bilingue d'études de l'environnement.⁶

Student demand for the proposed program is expected to be strong. The program is expected to appeal to franco-Ontarian and French immersion students. The Students' Association of the Faculty of Arts indicated its support for the proposed program with the following comments:

...the proposed Environmental Studies program attempts to provide students with invaluable practical experience through field work and applied research. The coop option is a tremendous asset to any program even if, as in this proposal, the coop option is not necessary for acquiring practical experience. It is also the intent of this program to keep within the bilingual mandate of the University of Ottawa. S.A.F.A strongly encourages any program to include both languages in its requirements. That the proposed Environmental Studies program requires taking courses in both official languages rather than offering one version of each saves resources, provides greater access to education for all Canadians and enhances the value of their education as truly bilingual graduates and citizens.⁷

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

The Committee notes the existence of several Environmental Studies programs in the Ontario university system. However, the bilingual nature of the proposed program is unique to Ontario.

8. Local and Regional Support for the Program

Employers in the area have indicated support for the proposed program through offering coop placements.⁸ The Committee notes a number of organizations in the Ottawa area have also indicated their support for the proposed program.⁹

Comments received from COU indicate that strong support exists in the Ontario university system for the proposed program.

6. Letter from Mr. Patrick G. Déoux, Senior Planning Engineer, Delcan Corporation, to Professor Rolf Wesche, Department of Geography, University of Ottawa, July 27, 1995.

7. Letter from Mr. Bergen Wilde, President and C.E. O. , Students' Association of the Faculty of Arts, July 12, 1995.

8. Job advertisements for coop placements were provided from the following employers: Government of Canada, Department of Environment; Government of Canada, Department of National Defence; National Research Council; Regional Municipality of Ottawa-Carleton; Communauté Urbaine de l'Outaouais; Conestoga-Rovers & Associates.

9. Letters of support were received from Canadian Council for International Co-operation, EcoDecision and Revue de la Société Environnement et Politiques.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The University indicates that the proposed program is based upon existing program strengths in bilingual programs. The University also indicates that established links within the bilingual national capital will help support the proposed program.

The Academic Advisory Committee is satisfied that this program is an appropriate development at the University of Ottawa.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts (Bilingual) program in Environmental Studies at the University of Ottawa be recommended as eligible for counting.

Academic Advisory Committee

December 19, 1995

Appendix O

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

ACADEMIC ADVISORY COMMITTEE

Stage and Screen Studies (Honours BA)
Queen's University**New Undergraduate Quasi-Professional Program**
Considered for Funding Eligibility

On July 12, 1995, Queen's University submitted the new undergraduate quasi-professional Honours Bachelor of Arts program in Stage and Screen Studies to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU) for review and comment.

Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon. The Committee's findings with respect to the program are summarized below.

1. Proposed Curriculum

The proposed Honours Bachelor of Arts program in Stage and Screen Studies is an interdisciplinary program that recognizes the complementary nature of the existing Drama and Film Studies disciplines, and seeks to enrich it by providing an integrated program of study that combines selected practical and theoretical courses. The proposed program "offers instruction in the theoretical and historical dimensions of the two art forms, and requires commitment to the demanding opportunity for practical work in each."¹ The University notes that no new courses have been added in order to offer the program.

2. Academic Quality

The program was approved by the Senate of Queen's University on June 22, 1995.

3. Financial Viability

The proposed program was approved by the Board of Trustees on May 12, 1995.

The University indicates that the proposed program does not require resources beyond those already available to the Departments of Drama and Film Studies.

4. Projected Enrolment

Queen's University projects a year-one intake level of six students for the program. The program is expected to reach a steady-state total enrolment level of 24 students in 1998-99.

5. Co-operation Between or Among Other Post-Secondary Institutions

1. Queen's University, Submission to OCUA for Funding Eligibility Review: Stage and Screen Studies, Honours BA, June 12, 1995, p. 5.

The proposed program does not involve any co-operative arrangements with other post-secondary institutions.

6. Societal Need and Student Demand

Graduates of the proposed program will be oriented towards careers in film, television, theatre, video and emerging communications media. The University argues that today's converging entertainment artistic and information media, as well as burgeoning new technologies such as CD-ROM, require the integration of the skills involved in drama, film and video. The following have been identified as functions within these industries requiring a comprehension of drama and film: script writing, narrative documentary and dramatic construction through directing and editing, movement and acting, visual and sound design, and special effects.

The University argues that the future scale of the need for graduates in this field is driven in part by technological changes (e.g. the development of CD-ROM and the advent of direct satellite broadcasting) and in part by public demand. The University predicts that the production of entertainment and information programming will be a growing industry for some years to come. Finally, opportunities for graduates in these fields are argued to be global in nature.

Letters received from potential employers substantiate the arguments made by Queen's University regarding the societal need for graduates. For example, S. Wayne Clarkson, Executive Director of the Canadian Film Centre, makes the following comments regarding the employment prospects for graduates of the proposed program in the theatre, film and television industries:

...film and television production in this country is expanding at an impressive rate. The proliferation of specialty channels in Canada and throughout the world insure[s] an increasing demand for programming and the talent necessary to create and produce it. In this regard, the proposed Stage and Screen Studies program is timely and I am confident it will prove to be of real value to the participating students when they graduate and seek employment in the theatre as well as film and television.²

Also, Michael MacMillan, Chairman & CEO of Atlantis Communications Inc., made the following comments regarding the proposed program:

The Stage and Screen Studies proposal will encourage a somewhat broader approach to what is a very complicated and multi-faceted creative process.

Specifically, I think it's a great idea to require students to take at least one performance related course (acting, music, etc.) as this will encourage an awareness of a point of view (that of the performer) that runs parallel to that of the filmmaker/author/producer.

I imagine that the course makes sense from an academic point of view. From a practical view it certainly does - we would like to see more graduates with an appreciation of the value and complexity of

2. Letter from S. Wayne Clarkson, Executive Director, Canadian Film Centre, to Mr. Peter J. Baxter, Associate Professor, Department of Film Studies, Queen's University, August 11, 1994.

performance, acting, music and art direction. Naturally this proposed course can't assure them that understanding, but it will at least open their eyes to it.³

The Committee notes other letters of support were received from the following organizations: National Arts Centre, National Film Board of Canada, and Theatre Ontario.

Student demand for the proposed program is expected to be strong. The University indicates that between 1989 and 1993 an average of 10 students per year pursued a BA degree with double honours concentrations in Drama and Film Studies.

The Academic Advisory Committee is satisfied that there is convincing evidence of societal need and student demand for the proposed program.

7. Uniqueness

A survey of Ontario universities conducted by the University revealed that Drama and Film Studies courses may be combined at a number of other Ontario universities. However, the University argues there are no other existing programs in the system requiring the combination of theoretical and practical courses in Film Studies and Drama.

8. Local and Regional Support for the Program

The University indicates that local organizations such as Thousand Islands Playhouse, Cablenet, the Grand Theatre and the Princess Court Cinema have provided annual part-time employment for students enrolled in both Film Studies and Drama departments.

Comments received from COU indicate that general support exists in the Ontario university system for the proposed program.

The Academic Advisory Committee is satisfied that there is sufficient evidence of local and regional support for the proposed program.

9. Institutional Appropriateness

The proposed program is based upon existing program strengths and resources drawn from the Departments of Film Studies and Drama.

The Academic Advisory Committee is satisfied that this program is an appropriate development at Queen's University.

10. Funding Recommendation

The Academic Advisory Committee, therefore, recommends to the Ontario Council on University Affairs that:

enrolment in the Honours Bachelor of Arts program in Stage and Screen Studies at Queen's University be recommended as eligible for counting.

Academic Advisory Committee,
December 19, 1995

3. Letter from Mr. Michael MacMillan, Chairman & CEO, Atlantis Communications Inc., to Mr. Peter J. Baxter, Associate Professor, Queen's University, September 15, 1994.

96-I Streamlining the Program Funding Approvals Process

1.0 Introduction

Government policy has long required Ministerial approval before enrolment in any university program other than in what is called "core" undergraduate Arts and Science can be counted as eligible for funding under the provincial operating grants formula. The penultimate step in the approvals process is a formal Council recommendation to the Minister that any given program be deemed eligible for funding.

In a setting where a major consultation exercise on post-secondary education in Ontario is about to be launched, reversal of the long-standing policy requiring Ministerial approval lies in the realm of the possible. However, it is within the framework of existing policy that Council in this Memorandum offers its considered advice on streamlining the program approvals process. What Council seeks to reconcile are ongoing Ministerial concerns, shared by universities, over sector-wide planning and coordination, with expressed university concerns, shared by Government, that seek a simpler approvals process that will eliminate real or perceived barriers to program rationalization.

2.0 Ministerial and University Concerns

Council had barely begun its reexamination of the program approvals process last autumn when ministerial and university concerns were heightened by the November 29, 1995 Fiscal and Economic Statement of the Minister of Finance announcing a 15 percent reduction in provincial transfer payments to universities for 1996-97. The Minister then had under advisement Council's Advisory Memoranda 95-I and 95-II and relayed concern over the fiscal capacity of the institutions to sustain the 25 programs for which Council had recommended that enrolments be eligible for counting as of 1995-96. After canvassing the universities involved, Council, by letter from the Interim Chair to the Minister dated December 15, was able to confirm that they remained fully committed to these programs and that Council could therefore fully stand by the recommendations made in Advisory Memoranda 95-I and 95-II.¹

On February 19, 1996, the Minister's letter accepting all the recommendations in these memoranda expressed appreciation for the care which Council had taken in reconsidering its advice. With respect to Council's ongoing reexamination of the program approvals process, the letter noted pointedly that "in light of the changing fiscal environment, it will be important that future programs be assessed under criteria that promote sector-wide planning and coordination".² The same letter singled out a Council concern, outlined in Advisory Memorandum 95-I, regarding recent institutional submissions seeking approval for four-year general as distinct from three-year general baccalaureate programs. Here the letter expressed the wish that the Minister be "kept advised of developments in this regard." Finally, the Minister's letter expressed the wish that Council submit advice on a streamlined program approvals process by May 15, 1996.

1. Ontario Council on University Affairs, Advisory Memorandum 95-I, Undergraduate Quasi-Professional, Special and Professional Program Funding 1995-96, and Advisory Memorandum 95-II, Graduate Program Funding 1995-96; Letter from Dr. J. Stefan Dupré to the Honourable John C. Snobelen, Minister of Education and Training, December 15, 1996.

2. Letter from the Honourable John C. Snobelen, Minister of Education and Training, to Dr. J. Stefan Dupré, Interim Chair, Ontario Council on University Affairs, February 19, 1996.

The background to university concerns over the program approvals process is one that features a declining trend in the number of new programs submitted for Council's recommendations. Thus whereas 48 undergraduate and graduate programs were submitted to Council for enrolment counting eligibility in 1992-93, the number submitted for eligibility in 1996-97 was 15. Council's Advisory Memorandum 95-V, which the Minister retains under advisement as the present Memorandum is written, recommended for approval all 15 programs submitted for 1996-97.

More symptomatic of fiscal constraint than their declining number is the content of recent university submissions. Rather than contemplating what might be deemed to be truly new programs, they are increasingly based upon existing programs, the products of academic restructuring or rationalization. This includes, at the graduate level, a greater number of submissions contemplating joint inter-university programs.

Given what must fairly be called not fiscal constraint but the outright fiscal contraction announced by the Minister of Finance last November 29, there is every reason to expect that future university submissions will embrace program rationalization with unprecedented vigour. University concerns to the effect that the program approvals process is itself in need of streamlining thereby acquire a dimension that has entered the realm of urgency.

3.0 Council's Academic Advisory Committee

Council has approached the matter of streamlining the program approvals process by giving great weight to the role of its Academic Advisory Committee (AAC). Precisely because AAC's work has long underpinned Council's program recommendations to the Minister, the members of this body possess unparalleled knowledge of the content of all the university proposals submitted to Council. Composed of seven scholars and scientists appointed by order-in-council on Council's recommendation, AAC's members by design span the entire spectrum of the academic disciplines encompassed by program proposals and have ready access to other specialists whenever necessary. AAC's critically important role is to give the weight of academic considerations to Ministerial funding decisions and to the Council advice on which these decisions are based.

In response to Council's invitation to lend its expertise and experience to the task of streamlining the program approvals process, AAC thoroughly reviewed the entire scope of this process. The outcome of AAC's deliberations can be summarized in the form of seven propositions.

1. Council's definition of new programs requiring review for funding eligibility has cast too wide a net, picking up programs that are already based on existing funded programs. Although AAC has subjected restructured undergraduate programs to what is called a "cursory" rather than a "full" review, a cursory review subjects such programs to considerations of societal need and student demand that have already been satisfied by the programs on which they are based.

2. Save in instances where a truly new program requires full review, AAC considers that its most useful role has been simply to confirm that the program's degree designation and name are consistent with its curriculum. AAC refers to this role as its "truth-in-advertising" function. It is essentially discharged by reviewing the university calendar description of a program's curriculum, and confirming that this curriculum warrants the associated degree and program name. An example of nomenclature review is to confirm that an environmental program with an essentially social science curriculum indeed leads to a Bachelor of Arts in Environmental Studies rather than a Bachelor of Arts or Bachelor of Science in Environmental Science. Simple and straightforward nomenclature reviews serve what can be called a classic "consumer protection" function by informing the decisions of both the students who

contemplate entering a program and the employers who contemplate engaging the program's graduates.

3. The longstanding policy whereby "core" undergraduate Arts and Science programs have not required Ministerial funding approval should be maintained. Such "core" programs have remained exempt from Ministerial approval because, in the words of Council's Advisory Memorandum 82-VII, they are "in basic disciplines which might be expected to be offered at any university... (and are) appropriate to the academic ethos and character of any university."³

4. Council's program categories, one of which embraces "core" Arts and Science programs, should be simplified by eliminating the distinction between "quasi-professional" and "special" undergraduate programs.

5. When a university proposes to increase the minimum time required for completion of a degree program, considerations of student cost and government fiscal management suggest that Ministerial approval should be obtained unless there is a convincing case to the contrary.

6. Programs that do not replace one or more existing programs should be subject to full review, Council recommendation and Ministerial approval.

7. The criteria that full reviews apply to undergraduate and graduate programs should be identical, it being understood that graduate programs will still require academic appraisal by the Ontario Council on Graduate Studies of the Council of Ontario Universities.

4.0 Council's Recommendations

While AAC was engaged in the deliberations that led to the propositions enumerated above, Council's Interim Chair consulted on several occasions with the President of the Council of Ontario Universities and the Executive Director of the Ontario Council on Graduate Studies to exchange views on the directions that should be followed in streamlining the program approvals process. In the result, these directions are compatible with AAC's propositions. What remains is for Council to infuse the AAC propositions with the content of its own deliberations and to formulate the consequent recommendations to the Minister.

4.1 Program Categories

Council begins by addressing the category of "core" Arts and Science programs. Council is in accord with AAC's proposition that such core programs should remain exempt from any requirement for Ministerial funding approval for the same reasons given 14 years ago in Advisory Memorandum 82-VII.

Council considers, however, that there is now reason to qualify the exemption of "core" Arts and Science programs in one respect -- the matter of the minimum time required to degree completion. By underlining, in the fifth of its seven propositions, that increased minimum times have consequences for the costs that accrue to students and Government, AAC makes an observation which Council deems to be as relevant to "core" programs as to programs in any other category. Council signalled its own concern over minimum times to degree completion in Advisory Memorandum 95-I and received a Ministerial response which suggests that vigilance is in order. Given ongoing revisions in secondary school curricula, it may be that universities will begin to reconsider the minimum time required to complete even general arts and science programs. In this light, Council considers that the exemption of "core" Arts and

3. Ontario Council on University Affairs, "Advisory Memorandum 82-VII. Undergraduate Program Approvals", *Ninth Annual Report, 1982-83*, pp. 98 and 104.

Science programs from the requirement of Ministerial approval should be qualified so as to permit scrutiny of any increases in minimum time to degree completion.

Consequently, Council *recommends to the Minister:*

OCUA 96-1

THAT the current category of “core” Arts and Science programs remain exempt from any requirement for Ministerial funding approval, save where an institution proposes to increase the minimum time to degree completion.

Appendix A to this Memorandum contains the existing list of “core” undergraduate Arts and Science disciplines that the above recommendation reconfirms. A revision of this list, which has not been reviewed for some time, would make its own contribution to streamlining the program approvals process by reducing the number of programs that require Ministerial approval. Because such a revision requires extensive consultation, however, Council has decided that the core list should continue to stand until it revisits this subject in a 1997 Advisory Memorandum. As for the other program categories, Appendix A reproduces for confirmation under the heading Group A the names of all undergraduate programs which for self-evident reasons have been assigned to the professional category. The remaining undergraduate programs are those that have been deemed to be either “quasi-professional” or “special”. AAC’s view is that no useful purpose is served by maintaining this distinction. For its part, Council concurs in eliminating the distinction between “quasi-professional” and “special” programs. In this connection, Council appreciates that what can therefore be categorized as Group B undergraduate programs eliminates any need for program lists; Group B programs can simply be considered to be any undergraduate programs that are neither “core” Arts and Science nor “professional”. This leaves all graduate programs to be categorized as Group C.

Accordingly, Council *recommends to the Minister:*

OCUA 96-2

THAT the three remaining program categories be designated by the Minister as:

- Group A Undergraduate professional
- Group B Undergraduate programs other than “core” Arts and Science and Group A programs
- Group C Graduate programs

4.2 Annual University Information Requirements

Each year, Council’s Chair writes to the executive head of each institution requesting information on new program developments. The information that is supplied in response to the Chair’s letters provides the foundation for all further steps in the program approvals process. An important aspect of streamlining this process is to simplify Council’s requests for information on program developments. It is self-evident that eliminating what have hitherto been separate Council letters soliciting undergraduate and graduate program information will serve this objective. Council proposes henceforth to make a single annual request embracing all program developments. As for the information that should be solicited, Council considers it important, in the current fiscal atmosphere, that this information include program closures and programs

in which a university is no longer enrolling students. Such information is of great use in revisiting questions of program duplication and assessing the extent to which the university system is meeting student demand and serving societal need.

With respect to information on restructured, rationalized or truly new programs, Council considers that its annual letter should simply request a university's calendar copy of degree designation, program name and curriculum. What Council should make explicit is that this information will be subjected to a straightforward nomenclature confirmation review. There is enormous merit in AAC's proposition that its "truth-in-advertising" function has provided needed consumer protection to both students and employers. Whereas nomenclature confirmation has hitherto been an implicit component of the program approvals process, its announcement as an explicit component of this process can be expected to reduce the time that has hitherto been consumed by the need for Council to request nomenclature revisions from universities.

Council's quest to simplify its information requests has included a search for currently solicited information that may be of little or no utility. In this regard, Council has decided that its longstanding annual request for each institution's five-year graduate programs plan should be eliminated, at least for the proximate future. Five-year graduate plans were a useful tool in an environment that featured consequential graduate program expansion. It is a fair judgement that this environment has gone with the wind of fiscal contraction. University concerns have shifted to planning for the rationalization and restructuring initiatives that can be implemented in the short run. The Executive Director of the Ontario Council on Graduate Studies, after forming the opinion that five-year graduate plans were now of little or no value, conducted an electronic mail canvass of all graduate deans. Her opinion was sustained.

Council considers that the simplified annual information requirements it has outlined are sufficiently important to the overall streamlining of the program approvals process to warrant specific Ministerial approbation.

Accordingly, Council *recommends to the Minister:*

OCUA 96-3

THAT Council be directed to require each institution to report annually as a matter of information on all programs that are new, restructured, rationalized, closed, or have ceased to admit students in all four program categories.

4.3 Requirements for Ministerial Approval

At the core of streamlining the program approvals process is the matter of clarifying which program developments should require Ministerial approval and which should not. Council's own uncertainty in this regard explains AAC's finding that Council's definition of new programs requiring review for funding eligibility has cast too wide a net, picking up programs that are based on already approved programs.

Council has no doubt that the recent trend whereby a growing number of program developments are the product of rationalization and restructuring will be accentuated in the current climate of fiscal contraction. University concerns that the program approvals process should abet their rationalization efforts are therefore to be taken with the utmost seriousness. Indeed, mere perceptions that the program approvals process is a barrier to program restructuring are dysfunctional.

For Council, the desirable starting point involves specifying the circumstances in which program developments should not require Ministerial approval. As has already been

pointed out, the program changes that universities report annually can be automatically subjected to a straightforward nomenclature confirmation review in which any doubts can be resolved between Council and the institution concerned.

With "truth-in-advertising" so ensured, Council considers that Ministerial funding approval should not be required where what is proposed is a joint inter-institutional program that replaces two or more programs already approved for funding in the institutions involved. Changes involving a degree designation or program name that is not associated with a substantial change in curriculum should likewise not require Ministerial approval. This particular consideration raises the question of what might constitute what Council would call a "substantial similarity test".

If this test is to be consistent with a streamlined approvals process, it should be applied by the most reliable source of expert judgement that is readily at hand. That source is to be found in the universities themselves. Council will annually receive program information that includes the university calendar copy of all proposed changes in degree designation, program name and program curriculum. In this setting, the institution that proposes to replace a program or programs in Groups A, B or C should itself apply the "substantial similarity test" by formally certifying, with the approbation of the appropriate governing body, that at least two-thirds of the curriculum of the replacement program has been drawn from the curriculum of the program or programs being replaced. Council considers that the proportion of two-thirds leaves sufficient room to accommodate new knowledge or training requirements within a framework of substantial similarity.

Consequently, Council *recommends to the Minister:*

OCUA 96-4

THAT changes involving existing programs in Groups A, B and C be exempt from any requirement for Ministerial funding approval provided that Council has certified to the Minister that they have successfully passed a nomenclature confirmation review and have one or more of the following characteristics:

1. They are joint inter-institutional programs that replace existing programs already approved for funding in the institutions involved.
2. They involve a name or degree designation change in an existing program that is not associated with a change in curriculum content.
3. They replace an existing program or programs with one based on a curriculum at least two-thirds of which has been formally certified by the university to be drawn from the curriculum of the program or programs being replaced.

Having clearly formulated the circumstances in which Ministerial approval should not be required, what remains is to formulate with similar clarity the circumstances that should demand such approval. Council considers that the concerns it has already outlined over the minimum time required to complete an already approved degree program have sufficient weight to warrant a need for Ministerial approval whenever an institution proposes to increase minimum required times. Next, any truly new program proposal, namely one that does not

replace an existing degree program in the same field of study, should require Ministerial approval.

This leaves only the question of what constitutes a proposal which, although it replaces an existing program in a given field of study, does so with a curriculum that is not substantially similar to the program it replaces. The answer to this question is generated by Council's "substantial similarity test". If the curriculum change entailed by a proposed program in Group A, B or C exceeds one-third of the curriculum in the program or programs being replaced, the program should require Ministerial approval.

Consequently, Council *recommends to the Minister:*

OCUA 96-5

THAT Ministerial funding approval be required in the following circumstances:

1. Whenever an institution proposes to increase the minimum required time to completion of any existing approved degree program.
2. Whenever an institution proposes a program in Groups A, B and C that does not replace an existing approved degree program in the same field of study.
3. Whenever an institution proposes to replace an existing Group A, B and C program or programs with a program that does not meet the conditions stipulated in Recommendation 4.3 above.

As at present, Council will submit a formal recommendation for each program that requires Ministerial approval. In each instance a formal review of the proposed program should precede Council's recommendation with one possible exception. This exception would accommodate those instances where an institutional proposal to increase the minimum required time to degree completion is so convincing that Council concluded that a full review was not warranted. In such instances, Ministerial approval would still be required, but the relevant Council recommendation would advise that approval should be granted or withheld without the prior requirement that there be a full review.

Accordingly, Council *recommends to the Minister:*

OCUA 96-6

THAT the prerequisite for Ministerial funding approval of the programs requiring such approval be a full review of each, save where the Minister has accepted a specific Council recommendation to exempt from full review an institutional proposal to increase the minimum required time to completion of an existing approved degree program.

4.4 Criteria for Full Reviews

Undergraduate and graduate program approvals criteria were developed relatively independently from one another. As of 1989, graduate programs were required to meet four criteria and undergraduate programs ten. These ministerially-approved criteria are listed in

Appendix B. The substantial asymmetry in their numbers masks an over-all thrust that is in fact virtually identical. AAC has observed that the graduate criteria are unduly compressed and therefore suffer from a lack of transparency. As for the undergraduate criteria, their number is unnecessarily large and hence repetitive.

One of AAC's very important propositions is that "the criteria that full reviews apply to undergraduate and graduate programs should be identical, it being understood that graduate programs will still require academic appraisal by the Ontario Council on Graduate Studies of the Council of Ontario Universities." Council concurs fully with this proposition and has formulated a consolidated list of seven criteria that should be applied whenever a proposed undergraduate or graduate program is to undergo full review. The first threshold criterion requires that any such program, like restructured or rationalized programs, should have received a nomenclature confirmation review. The remaining six criteria capture the over-all thrust of the existing criteria including, in the case of proposed graduate programs, the established standard appraisal that is conducted under the auspices of the Ontario Council on Graduate Studies. In line with the considerations outlined earlier in this Memorandum, there is no requirement that graduate programs be part of an institutional five-year plan.

Consequently, Council *recommends to the Minister:*

OCUA 96-7

THAT the Minister should direct that full reviews apply the following criteria:

1. Prior passage of a nomenclature confirmation review.
2. Certification of program quality by the University Senate for Group A and B programs and by the Council of Ontario Universities through OCGS for Group C programs.⁴
3. Certification by the governing body of the institution that the program can be financed by institutional resources or that the Minister has given prior approval of additional funding to cover any portion of program costs that cannot be absorbed by the institution.
4. Consistency of the program with the aims, objectives and existing strengths of the institution.
5. Convincing evidence of student demand.
6. Convincing evidence of societal need.
7. Convincing evidence that any duplicative similarities to existing programs in Ontario or Canada are justifiable.

4. Graduate programs require Senate approval as a condition of OCGS appraisal.

5.0 Conclusion

In this Memorandum, Council has sought to streamline the program approvals process in a manner that will encourage program restructuring initiatives which respond to the current fiscal climate; that will be sensitive to institutional and government needs for sector-wide planning and that will achieve these objectives through requirements that are as simple and straightforward as possible. In this regard, Council finds it enlightening to compare what have been the requirements generated by the ongoing program approvals process with those generated by the streamlined process it recommends. This comparison can be summarized as follows:

Existing Process	Streamlined Process
cursory review for restructured undergraduate programs	- nomenclature confirmation review only - cursory review eliminated
five-year graduate plan reports	- eliminated
full review for restructured graduate programs	- nomenclature confirmation review only
full or cursory review for joint programs involving existing approved programs	- nomenclature confirmation review only
two separate sets of criteria for full review of undergraduate and graduate programs	- a single set of seven criteria for full review of all programs
multiple requests for information about new program developments for the coming year	- one request per year consolidating requests for information about all undergraduate and graduate program developments
majority of institutional submissions involve onerous information and rationale requirements	- majority of institutional submissions involve information requirements which are already in existence - <u>calendar copy of the program</u> or equivalent

By no means does Council consider that the degree of streamlining achieved by the recommendations in this Memorandum constitute its last word on the subject. For one thing, it has pointed out above that revising the list of "core" Arts and Science disciplines is an opportunity to bring yet greater simplicity to the funding approvals process. Council proposes therefore to revisit the issue of streamlining so as to offer further advice in 1997.

J. Stefan Dupré,
Interim Chair

May 10, 1996

Appendix A

Program Approval Categories

Undergraduate “Core” Arts and Science, “Group A” & “Group B”, and Graduate “Group C” Programs

“Core” Arts and Science

Programs that are in basic disciplines which might be expected to be offered at any university...(and are) appropriate to the academic ethos and character of any university.

Biological Sciences (including Biotechnology)
English Language & Literature
French Language & Literature
General Arts and Science
Humanities (including ancient and classical languages)
Mathematical Sciences & Computer Studies
Physical Sciences
Social Sciences (including Women’s Studies)
Theology

Midwifery
Nursing
Nursing Education
Occupational Therapy,
Physiotherapy and Physical Therapy
Optometry
Pharmacy
Social Work
Veterinary Medicine

Group B

All undergraduate programs other than “core” Arts and Science and professional Group A programs

Group C

All graduate programs

Group A

Professional

Agriculture
Architecture
Dental Surgery
Dentistry
Education
- Primary - Junior
- Junior - Intermediate
- Intermediate - Senior
- Technological Studies
- French as a First Language (FFL)
Engineering
Forestry
Forest Technology
Horticulture
Journalism
Landscape Architecture
Law
Library Science
Medicine

Source: Advisory Memorandum 82-VII, as modified May 1996.

Note: List is periodically revised by AAC/OCUA.

Appendix B

Program Approval Criteria

Existing Full Review Criteria for New Undergraduate Professional, Quasi-Professional and Special Programs

1. The proposed curriculum for the program.
2. The academic quality of the program.
3. The financial viability of the program.
4. The projected enrolment for the program over at least a five-year period.
5. The extent of proposed cooperation between or among postsecondary institutions in offering the program.
6. The need for the program in terms of both student and societal demand.
7. Whether the program is significantly different from other similar programs in the province.
8. The extent of local, regional support for the program.
9. How appropriate it is for the program to be offered at a particular university.
10. Whether the program should be funded even in a time of economic restraint.

Source: Ontario Council on University Affairs, "Advisory Memorandum 82-VII. Undergraduate Program Approvals", Ninth Annual Report 1982-83, p. 103.

Existing Full Review Criteria for Graduate Programs

1. That the program has passed a rigorous academic appraisal as certified by the Council of Ontario Universities, and at the time of appraisal was not found to require improvements.
2. That there is convincing evidence of societal need and student demand for the program in Ontario and/or Canada.
3. That the program is consistent with the aims, objectives and existing strengths of the institution offering the program and that the program is included in the institutions' five-year plan.
4. That the program is deemed by Council to be an appropriate development within the Ontario university system

Source: Ontario Council on University Affairs, "Advisory Memorandum 89-V. Graduate Program Planning and Funding in the Third Quinquennium 1989-90 to 1993-94", Sixteenth Annual Report 1989-90, pp. 161-162.

Interim Report of Equity Implementation Committee of OCUA on University Anti-Harassment and Anti-Discrimination Policies

Background

In the Fall of 1993, the Government of Ontario announced some initiatives in anti-harassment and anti-discrimination, as part of a broader societal project, consisting of some of the following:

- (a) in the primary/secondary education sector
 - anti-racism and ethnocultural equity provisions of Bill 21, amendment to the Education Act and violence-free schools policy;
- (b) in the higher education sector
 - encourage greater representation on governing bodies of colleges and universities;
- (c) in the private and public sectors
 - employment equity legislation.

Around the same time, the Ministry of Education and Training sought to encourage universities in Ontario to review their policies with the October 7, 1993 release of the "Framework Regarding the Prevention of Harassment and Discrimination in Ontario Universities" (Framework) and the initiation of a review of institutional policies based on the Framework.

The Minister requested that universities use the Framework as a guide for either updating existing, or formulating new, anti-harassment and anti-discrimination policies and procedures, in order to encourage and assist institutions in creating an educational environment free of harassment and discrimination. The Minister also encouraged universities to include all stakeholder groups in the process of reviewing and amending their institutional policies.

The Minister identified a process that required universities to submit the resultant policies and procedures to the Ontario Council on University Affairs (OCUA) by March 1, 1994. OCUA was asked to receive and review the university policies and procedures and provide advice on any further action required. Additionally, it was expected that by June of the same year, and henceforth on an annual basis, institutions would submit a report with aggregate complaint and resolution data, including information on any changes and significant amendments under consideration, to both OCUA and the Ministry. This was intended, ultimately, to lead to an effectiveness review of university policies after three years. OCUA agreed to undertake the Minister's request, in its limited role as a public advisory body on university affairs to the Government of Ontario.

Reactions to the release of the harassment and discrimination prevention Framework were varied: universities handled the Framework in individual ways - including limited to wide distribution and internal preparation of alternate strategies and policies. Not long after, beginning in January, 1994, with a Globe and Mail article entitled "Why universities feel harassed by zero tolerance", the policy was brought to the attention of other media, university communities, and the general public (without any policy or accountability context). Thereafter the media began to follow this issue; campus petitions emerged challenging the Framework, gaining wider circulation over time.

Concurrently, university representatives, many of them active in the equity field within their institutions, expressed concerns about the proposed review; particularly with regard

to aspects such as an explanation of the policy goals and the review procedures, the process for gathering, and nature of, the data to be collected. As well, much concern was voiced regarding the limited time available to complete the task of reviewing and changing policies for submission.

In this climate, on January 28, 1994, the Chair of OCUA, on Council's advice, wrote to Executive Heads requesting their "current policies", reiterating the Minister's direction that policies be sent by March 1, 1994. Having noted the concerns being voiced about the requirement, OCUA did not request the completed review of the institutions' policies against the Framework. The call was for policies at whatever stage of development.

There appeared to be continued uncertainty in the university community about the government's intent with respect to this policy and varying interpretations about the force and quality of the policy as stated in Framework. The debate polarized around "zero tolerance" and perceived government intrusion in university affairs. Equity staff on campus believed they had both a requirement and mandate to support the policy, while university presidents and other decision-makers "buffered" between the policy and its advocates and critics on campus. Media reports and letters and other publications on this issue continued.

It is Council's view that the Framework document was released with the intent to provide one measure of the practice at individual institutions, but it does not have the force of law. The Framework can be regarded as a guideline that may help reduce misunderstandings about the potential impact of the Ontario Human Rights Code and case law on Ontario universities and other post-secondary institutions. Nevertheless, the absence of a discourse on the legal and policy environment in which the Framework is situated at the time of its release, together with the use of language in the document such as "zero tolerance", contributed to both confusion and conflict on university campuses.

The Review

Despite this volatile environment, all of Ontario's universities, and practically all related institutions, responded to OCUA's request by submitting their existing policies, which were at varying stages of their development. The only exceptions were two institutions whose policies were still in process. No site visits or interviews with members of the university community occurred. Council notes that only written policies, and only those versions that had received full approval and were officially in effect at the institutions at the time of the review, were examined.

After a cursory review of the policies, OCUA developed a strategy for a more detailed examination. The approach devised was to take a sample of eight institutions' policies to perform a more in-depth review. The policies selected were considered to be the most representative of the coverage and content range of all the policies submitted.

While the policies submitted were not qualitatively assessed or evaluated against each other or against the Framework, the categories and elements within the Framework were used as a guide for identifying:

- (i) general trends in content/coverage common to almost all the various institutions whose policies were examined;
- (ii) any variances existing in content/coverage between the policies examined; and
- (iii) any missing elements or "uncharted" areas in the policies examined.

In summary, these policies have not been assessed against each other, nor against the Framework. They have not been 'judged' in any way; there has been no awarding of approval or disapproval. The policies have not been reviewed against summative factors, but rather have been subject to a formative process, noting that most of these policies were developed prior to

the Framework's release. Universities have been working and are continuing to work toward ensuring policies that affirm human rights are in place.

Summary of Key Themes

Prior to progressing to the detailed analysis, Council will highlight some of the key themes that arose during its review. This is by no means an exhaustive set; however, those themes that struck Council as significant have been included. Although they may be repeated in the following sections, Council felt that they merited being separately identified.

As noted earlier, universities, to varying degrees, have been active in establishing human rights policies for quite some time. They have responded well in particular areas, namely, on gender issues, with specifically-tailored policies and procedures. As well, most institutions have set up offices and devoted resources to some of these equity issues. For example, many institutions have set up access and equity offices, sometimes in combination, in other cases individually, to serve the human rights needs of their populations.

One of the most obvious themes that presented itself during the review was the level of coverage that sexual harassment received in almost all the policies. This category seemed to have by far the most extensive coverage and in terms of policy appeared to be at the furthest stage of development. Council acknowledges the efforts being taken by the university system in this particular area of harassment prevention.

This having been said, Council reports less well developed coverage in other key areas. Council's review revealed a pattern of omission pertaining to a few areas of anti-harassment that are not as fully articulated. These are harassment and discrimination based on: race (although race is part of the Human Rights Code grounds, often this ground is put in the context of specific policies, e.g. for sexual harassment rather than receiving separate attention) and disability (some institutions have extensive policies, but most are limited). Reference to sexual orientation is practically non-existent, although some institutions have introduced same-sex benefits.

One of the most telling patterns, when examined against the Framework document, is the absence of "zero tolerance" in central goal statements, and anywhere else within the policies. Council notes there is a significant unanimity among the policies on this, and can only speculate that it is indicative of the university sector's reluctance to use the terminology, or indeed the concept. This may reflect the recent controversy or, alternately, another approach.

Many other patterns emerged during Council's review. Council used the Framework categories as a structural guide to review the sample of university policies selected as representative of those submitted, identifying similarities, variances and missing elements. The results are summarized in the following section.

Detailed Review

The Minister's Framework outlined specific areas where the introduction and application of policies was expected in institutions' anti-harassment and anti-discrimination documents. In order to accomplish Council's aim of performing an organized and comprehensive, yet formative review, these same categories were used simply to identify content similarities and/or variances in the policies.

The Framework begins with an outline of the goals, principles, and concepts expected to be reflected in institutions' anti-harassment and anti-discrimination policy statements. It then proceeds to elaborate on other elements to be included, dividing them into seven general categories as follows: [1] Prevention and Education Initiatives; [2] Coverage (in terms of applicability of policies); Whom; [3] Coverage: Where; [4] Coverage by Types of Activity and Grounds; [5] Definitions and Examples; [6] Elements of Complaint Process; and [7] a final category: Sanctions and Redress. The Elements of Complaint Process is by far the most detailed

category with numerous topics included within such as advice and counselling, formal and informal resolutions, timelines, standard of proof, reporting, monitoring and enforcement to name some.

Using the Framework as a guide Council identified similar content reflected among many institutions and the following trends.

Some of the principles outlined in the Framework for inclusion in a Policy Statement include identifying goals, individual and collective responsibilities, and rights to pursue other avenues. Most institutions clearly identify the general campus community's responsibility for creating harassment and discrimination free work and learning environments. However, many do not specifically identify any levels of authority or members of the community as bearing this responsibility; rather, they cite their responsibility as institutions, and their community/collective responsibility, to take an active role in dealing with and preventing harassment and discrimination.

None of the institutional policies included the term "zero tolerance". However, most policies' goal statements indicate that the institution will not condone or tolerate harassment or discrimination. Most policies reaffirm the right to a study and/or work environment free of discrimination and harassment.

As is recommended in the Framework, the Ontario Human Rights Commission (OHRC) is almost universally noted as an available option outside of the institutional policy, or if the policy fails. Often it is stated that institutions will suspend their policy process until after an OHRC process is completed. Occasionally policies also mention other options that are available in law, other than the Commission, to the complainants. In particular, practically all policies note the possible pursuit of criminal charges.

Prevention and Education

According to the Framework, under the Prevention and Education category, institutions are expected to be proactive, with assigned responsibility for prevention, education, and resourcing stated. While most of the policies have some element of education and prevention strategies identified, such as pamphlets for distribution, prevention offices, or advisors, usually the person in charge of education is also responsible for receiving complaints, advising complainants, and advising administration.

This Prevention and Education category also anticipates that every member on campus, and contractors, receive copies of the policy. This is where a major gap exists in the institutional policies. Only in two policies was there an indication that the distribution of such materials to the entire campus community occurs.

Coverage: Whom and Where

Turning to the question of coverage, in terms of who and where, most institutions indicate the scope of the application of their policies on campus. Although the policies typically note applicability to all members of the community, students and employees are most often specifically identified. Of all the groups identified in the Framework to be included for coverage under the policies, the ones least often referred to in the policies are: Board of Governors, and faculty and staff in their capacity as members of committees and members of associations.

The applicability of the policies to harassment and discrimination situations that occur off campus, either between members of the university community or at a university function, is often not specified. Similarly, there is practically no mention whatsoever of contractors, visitors or guests being covered by the policies. With respect to such people who may not be members of the community, but are nevertheless on campus and have been involved in an incident, there is no indication that the policies would also be applicable to them.

Coverage: Types of Activity and Grounds

Within the section from the Framework that pertains to Coverage: Types of Activity and Grounds, the following similarities were noted.

Of the four types of activity: harassment, sexual harassment, discrimination, and negative environment or climate, institutions have given extensive coverage to sexual harassment in their policies. Sexual harassment prevention is the activity that has the most substantive coverage across the institutions examined, likely due to the prolific activity surrounding the issue in recent years. In stark contrast, there is limited (if any) mention of negative environment or climate. It is notable that while they were not specifically a part of this review, most institutions have submitted employment equity policies responding to federal initiatives.

The institutional policies submitted reflect an absence of discussion of the type of activity categories of overt (direct), indirect (differential treatment), because of association, or systemic discrimination and harassment. The overt (direct), seemingly the most readily definable type of activity, is mentioned in some form, in a number of the policies. However, there is little mention of indirect or systemic discrimination or harassment, and only a few references to "because of association" in the case of reprisals for participation in the complaint process.

Council notes that the significance of systemic discrimination or harassment should not be underestimated or overlooked. Systemic harassment or discrimination occurs when an institution's policies, practices, procedures, etc., appear neutral but have an adverse impact associated with a prohibited ground. As exemplified in the Framework, such a situation could be the scheduling of exams that conflict with important religious events. In such a case it is the "system" that has caused the adverse impact perhaps inadvertently; however, in order to prevent the discrimination from continuing, the problem must be addressed by the system as represented by the institution. Although the discrimination is not overt or intentional, the effect is still the same as if it were.

Conversely, almost all the institutions include and quote the grounds of complaint directly from the Ontario Human Rights Code. Some do not delve into all categories. Age, marital status, family status, receipt of public assistance, and record of provincial offenses are the most frequent missing elements.

Definitions and Examples

A significant aspect to policies of this nature is the category of Definitions and Examples.

Once again, of those outlined in the Framework, sexual harassment, followed by harassment, are the most well defined with examples. After that there is less definition of discrimination, negative environment, and systemic harassment or discrimination. Overall, very few examples are given for most of the categories.

Arguably, these definitions should be left undefined, to be interpreted in a specific context or given event. By becoming too specific with definitions of this type one can inadvertently overlook or miss some unanticipated areas of concern, and by virtue of exclusion the category will not be covered under the policy. Therefore, at times there may be a benefit to having some loosely undefined areas, allowing for the definition to evolve through practice.

The Framework also mentions that retaliations or threats of reprisal for pursuing one's rights under the policy, or for assisting in the process, should be treated as the prohibited activity itself would be treated. Once again, most of the institutions do not mention this aspect, although there is some coverage of this topic under the category entitled "Elements of the Complaint Process".

Elements of the Complaint Process

For examination of the Framework category Elements of the Complaint Process, Council prepared a table checklist in order to see a broad visual image of the trends across the institutions. The following is a summary of those elements that were most common across the board.

The provision of **advice and counselling** for both respondent and complainant is covered in the policies reviewed. Usually the institution provides advisors specifically for this purpose, otherwise the equity practitioner or the officer receiving complaints will fulfil the role of advisor or counsellor. Council notes that while all policies allow for counselling to be provided, there is much inconsistency as to who will fill this role. Furthermore, little reference is made to the qualifications, time availability and/or independence of the persons so appointed. Also, there is more coverage of providing advice and/or counsel at the front end, i.e. when the complaint is made, and thus more attention to advice and counsel being provided for the complainant.

In terms of **resolutions**, most policies include a specific delineation of an informal resolution process in place, most often with strict timelines associated with each of the stages. Another form of resolution, mediation, is also covered in-depth, in terms of outlining a process with options, and often time limits are mentioned to ensure timely conclusions of the process. Practically all policies have a formal resolution process outlined, most including timelines for the various stages of the process as well. However, although most policies allow for various types of resolutions, there is no consistency to their form.

Few policies were specific on **standard of proof**. Of those that did mention it, most spoke of the preponderance of evidence or balance of probabilities. One or two others also indicated hearings would comply with the Statutory Powers Procedure Act.

While some policies mentioned dealing with **frivolous/vexatious complaints**, many were not explicit on procedures for handling them. Although a few policies outlined sanctions to deal with such complaints, rarely were such offenses to be addressed in the same manner as if the harassment or discrimination behaviour itself had occurred.

Very few of the policies were specific about **timelines** for the completion of either the entire internal (including appeals) or the external complaint processes. This could allow a complaint to continue for a lengthy time period, with no resolution, creating a situation of unease, tension and uncertainty for all parties to the complaint. This also does not guarantee a prompt address of the complaint. A drawn out procedure is inequitable to both parties and is not in keeping with the principles of fairness.

Very little mention is made of **investigations** in the policies, particularly regarding who has responsibility for investigations, what actions will be taken, etc. It would be desirable to have a well-defined investigation process for examining all aspects of the complaint promptly and efficiently, yet thoroughly, with proper methodology, care and detail. Once again this arises as a concern with ensuring fairness.

Another characteristic of most of the policies was the very limited mention of any type of **data gathering or analysis procedures**. Some sexual harassment offices were mentioned as keeping confidential records, but few details were given on privacy, maintenance of the records, conditions for access to the records, and by what categories records are kept, and what analysis if any was being done, to mention a few. There was no indication of how the records were being used if at all, (i.e. to compile statistics, information, etc.), nor any description of the material to be held. This would impact on confidentiality for all parties to the complaint, but as well, could greatly affect the rights of either party in terms of access to information, the right to defend and to know the details of complaints. In keeping with this, there was very little evidence that monitoring of policies is being done, to track outcomes, resolutions, etc., at least it was rarely mentioned in the policies.

There was virtually no policy that mentioned anything about **institutional responsibility for any costs** associated with harassment and discrimination complaint proceedings. Most policies, on the other hand, covered the rights of all parties to representation during the complaints process. As well, almost all indicated that any information gathered, and the complaints process itself, would be subject to confidentiality, and particular mention was frequently made to the process being subject to the Freedom of Information and Protection of Privacy Act (FIPPA). However, Council would like to clarify that due to their legally autonomous standing, FIPPA is not applicable to universities. As a result, they would have to create their own freedom of information and privacy conditions for institutional purposes, and as anticipated by the Framework.

Despite its significance, as outlined earlier in the document, the area of **systemic harassment or discrimination** complaints received very little coverage, and very few institutions had provided for a different process to deal with such a complaint (due to its unique properties) were it to occur.

Sanctions and Redress

Almost all the policies provided information on the range of options available for both **redress and sanctions** once a complaint has been resolved. Most of these are fairly consistent across all policies.

While there were other categories identified in the Framework for inclusion in institutional policies on harassment and discrimination prevention, the above represents a summary of the most significantly obvious similarities and differences that were observed by Council in its review.

Comments about the Framework

After having reviewed these policies and having identified some of the patterns, Council felt it would be useful to reflect on the Framework itself, since it was used as a guide. The following section summarizes some of Council's observations about the Framework.

Council supports the goal of the Ministry of Education and Training's Framework to limit the discriminatory impacts from certain behaviours, and to enable the development of a learning environment that is free from the negative results of harassment and discrimination for the benefit of all members of the university community.

Council endorses the goal of an environment that is free of discrimination and harassment. At the same time, Council acknowledges that any harassment and discrimination prevention initiatives will be occurring in the specific context of the university sector comprising enquiry, learning and service-oriented institutions that are legally autonomous, but not immune to the legal environment in which they operate.

Although in some places the guidelines exceed the current standards and go beyond the Ontario Human Rights Code, Council believes that this may not be undesirable in a policy and legislative environment in which the boundaries are continually tested and modified.

Under the Ontario Human Rights Code, the university may be held liable for actions that take place on campus, and the existence of anti-harassment and anti-discrimination policies and practices will demonstrate that the administrations have taken some responsibility in this regard. From this perspective the Ontario Human Rights Code represents the minimum standard, and the Framework provides some guidelines that both meet and, in some respects, exceed the Code and case law. For example, the Code guidelines define harassment as "means of engaging in a course of vexatious comment or conduct that is known or ought reasonably be known to be unwelcome". The Framework, on the other hand, defines harassment as "one or a series of vexatious comments or conduct related to one or more of the prohibited grounds that is known or might reasonably be known to be unwelcome, unwanted, offensive, intimidating,

hostile or inappropriate". The difference between "a course of" versus "one or a series of" is quite significant.

The responsibility of the university community should include off-campus university-sponsored events, and behaviours flowing from the university-based relationships. However, the Framework's extension of the obligation of the university to coverage of incidents that occur off-campus, as well as on campus, though limited by their impact on the work/study environment, may exceed what can be reasonably expected of university administrations.

The fundamental freedoms of thought, belief, opinion and expression are valued by Canadian society, and particularly by academe and the media. But these, as well as other freedoms, may be subject to reasonable limits. It is not the role of OCUA, nor does the Framework seek, to enunciate a balance between these freedoms and Ontario and Canada's desire for a harassment and discrimination free society. Universities must seek the appropriate balance, which may be subject to interpretation by the Ontario Human Rights Commission, if that balance is found wanting.

OCUA recognizes that although either the Ministry or the university community may be imposing their own values rather than the commonly agreed upon values of society as expressed by the Ontario Human Rights Code, Canadian Charter of Rights and Freedoms, and case law, there may be benefits from excelling beyond these standards, but there is no conceivable benefit from falling short of them in a democratic society; indeed, it would be detrimental due to the illegality of not meeting the minimum requirements in law.

Conclusions

Council would like to reiterate the significance of attempting to achieve the goals of creating a learning environment free from harassment and discrimination, and of providing the fundamental right of parties to a complaint to be dealt with fairly.

Council applauds universities for their accomplishments; they have gone a fair distance toward these laudable goals, and they continue striving to reach them.

It is Council's suggestion that the institutional policies be re-submitted within a reasonable time frame to allow the university community to review Council's analysis, to see what others have done, to note areas requiring further elaboration, and to then instigate any necessary changes. Council would then perform a more detailed assessment (as had been originally intended) and, in order to continue to monitor their practices in this area, develop a strategy in consultation with the institutions.

As well, Council notes that the involvement of stakeholder groups in a meaningful way in the process of reviewing and amending the institutional policies is key in assessing their relevance and effectiveness. Thus, Council recommends that, in order to ensure this participation, the universities' reporting format clearly indicate the nature and extent of stakeholder participation in policy formulation and monitoring.

In conclusion, Council has tried to highlight those areas of consistent practices within the institutional policies, and to point out areas that may need to be improved. Council encourages the universities to examine their policies in this context and, where necessary, change and improve them.

Joy Cohnstaedt,
Chair

June 2, 1995

Previously Submitted Advice on "A Policy Recommendation on Freestanding Secular Degree-Granting Institutions in Ontario".

On September 21, 1990, Council provided advice to the Minister of Colleges and Universities on freestanding secular degree-granting institutions. Government did not respond to this advice and in the interim Advisory Memorandum 90-VI remained confidential.

Advisory Memorandum 90-VI: A Policy Recommendation on Freestanding Secular Degree-Granting Institutions in Ontario was released on June 12, 1995, under the Freedom of Information and Protection of Privacy Access Act, Request Number MET-950032.

90-VI A Policy Recommendation on Freestanding, Secular Degree-Granting Institutions in Ontario

1.0 Introduction

Traditions matter, even new traditions. Societies choose institutions for good reasons; established institutions symbolize their hopes, embody their values, and as they endure, become part of a society's self definition. An example might be the social programs in this country which, although of recent origin, have achieved the status of sacred trust. Nevertheless, the continuing utility of social institutions in changing circumstances should from time to time be tested.

During the 1960s, Ontario invented a tradition in university education that has endured ever since. The underlying assumptions were so widely shared and generally agreed upon that for many years they remained unstated, or casually remarked, and even today they have not been fully codified. Nevertheless, this relatively recent Ontario tradition in university education has survived both the test of time and changes of Government.

The basic, though unstated propositions at the foundation of that policy, might be stated as follows. A prosperous, modern society required a mass system of university education to enrich its human resources, enhance individual opportunity, and improve its quality of life. Such an ambitious social enterprise exceeded the capacity of the voluntary, privately-funded and sometimes sectarian organizations, which had heretofore provided a limited range of service largely to those who could afford it. Accordingly, it was decided as part of the effort to "modernize" Ontario during its quiet revolution, that university education should become a public responsibility, but that services would be provided through private, incorporated, locally-organized institutions with full academic autonomy. Government would create enough secular institutions to afford access to all qualified applicants in all parts of the Province to programs of reasonably comparable quality. Government would also provide the capital as well as fund the operations and research efforts of these institutions. In return the universities, though autonomous, were expected to respond positively to the expressed needs of the society around them. Government subsequently extended its regulation of the university system to ensure that it could address societal needs directly through the universities. For example, Government

effectively controlled fee levels in the interest of maintaining broad access; restricted program funding, especially in the graduate, professional and semi-professional areas; and empowered these institutions, and these alone, to grant "any and all degrees." During the last generation, Ontario therefore acquired a public university system in all but name.

The so-called "Robarts Policy", enunciated in the 1960s, of restricting public funding to a limited number of privately-chartered institutions, of ensuring reasonably open access to a place in an Ontario university for all qualified applicants, and of access to degree-granting (and public assistance) through affiliation with one of the existing universities, continues to serve as the basis of university policy in Ontario. At the level of fundamental principle, this "Ontario Way" would appear to have broad public, media and political support. It is also strongly endorsed by the existing universities of Ontario, their federated and affiliated colleges, the Council of Ontario Universities, and the organized faculty and students of the Province.

Even such a broad-based policy as this, however, has its critics and, since its establishment, the educational environment has dramatically changed. Such challenges to fundamental institutional arrangements should be seriously examined, accepted ways carefully re-examined, and the beneficial aspects of change thoughtfully weighed in the balance.

2.0 The Ministerial Reference

The fifteen provincially-assisted universities in Ontario,¹ and some of their affiliated or federated institutions, have written into their acts of incorporation, passed by the Legislature, the power to grant **any and all degrees**.² Within the universities, there are also numerous federated or affiliated colleges, some of which have independent charters from the Legislature and some degree-granting rights, that are eligible for indirect public support. Some of these colleges existed prior to the formation of the parent "secular" university; others are the products of subsequent affiliations. Federated colleges with secular degree-granting powers hold this degree-granting authority in abeyance under the terms of their federation agreements with a provincially-assisted university or grant degrees conjointly with the host institution. Unrestricted secular degree-granting status has been effectively limited to provincially-assisted institutions since the 1960s as a result of Government policy.

Recently, several groups claiming to offer "university-level" instruction, or proposing to do so, have challenged this policy and have asked permission to grant the same secular degrees offered by the publicly-assisted universities.³ In the Fall of 1985, the Minister of Colleges and Universities asked the Ontario Council on University Affairs (OCUA) for its

1. Specifically Brock, Carleton, Guelph, Lakehead, Laurentian, McMaster, Ottawa, Queen's, Toronto, Trent, Waterloo, Western, Wilfrid Laurier, Windsor and York universities. Ryerson Polytechnical Institute has restricted degree-granting powers. OISE and OCA do not have degree granting authority.

2. **Provincially-Assisted Universities:** Reference to "provincially-assisted universities" in this document refers to the existing institutions of postsecondary education in Ontario with Royal Charters or with acts of incorporation that deem them to be universities. These institutions are all private institutions in law and are self-governing, and therefore autonomous. The provincial government provides the bulk of these autonomous institutions' capital and operating revenues.

3. **Secular Degrees:** The Government of Ontario has not defined in legislation what a secular degree is; however, it is broadly held to represent all non-theological, non-religiously designated degrees, the most well-known of which are the Bachelor of Arts, Bachelor of Science, Master of Arts, Master of Science, and Doctor of Philosophy degrees, and also all other degree designations pertaining to non-religious disciplines granted by universities generally.

advice on the establishment of new, freestanding, secular degree-granting institutions⁴ in Ontario:

The recent application of Redeemer Reformed Christian College to amend its incorporating statute has highlighted the need to review the policy. The College has requested that its name be changed to Redeemer Reformed Christian University and that it be given the power to grant any degree. Given the long-standing provincial policy that no new secular degree-granting institutions should be established, I am reluctant to consider Redeemer College's request without first reviewing the entire policy.⁵

Over the past five years, and actively since the Fall of 1988, Council has been studying all aspects of this complex question: Should public policy in Ontario allow for the establishment of freestanding secular degree-granting institutions?

Council has proceeded deliberately and cautiously because this issue addresses fundamental principles of university education in Ontario. As a first step it set out to reconstruct the history and philosophy behind current policy.

3.0 The Development of University Policy

Originally, higher education in Ontario was provided by both private, secular degree-granting, church-related institutions such as Queen's University and the University of Ottawa as they were originally founded, and non-denominational institutions such as the University of Toronto. However, since 1868, provincial assistance to institutions of higher education has required non-denominational status. As religiously-oriented degree-granting institutions experienced financial difficulties and sought provincial financial support, and as higher education assumed greater social importance, a corresponding secularization of governance and a sharper distinction between secular and other degrees developed.⁶ Through this process Assumption College became a federated institution within the University of Windsor. The Waterloo College Associate Faculties developed into the University of Waterloo. Thorneloe, Huntington and Sudbury Colleges gave rise to Laurentian University. Over time, all but one of these institutions in Ontario, the College of the Dominican or Friar Preachers of Ottawa,⁷ became federated or affiliated with one of the secular degree-granting universities. Thus by stages, enrolments in affiliated or federated colleges became eligible for partial or full provincial assistance under certain conditions.

During the 1950s and early 1960s with increasing public and political pressure to democratize access to university and greatly expand enrolment, new non-denominational

4. **Freestanding Institutions:** For the purposes of OCUA's review, all references to freestanding institutions include institutions established by a Royal Charter or an act of the Ontario Legislature that grant their own degrees, that do not receive any direct capital or operating grants from the Province of Ontario, and that are not affiliated with an Ontario university.

5. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, Chairman, Ontario Council on University Affairs, September 31, 1985.

6. Robin Harris, *A History of Higher Education in Canada, 1663-1960*, Toronto: University of Toronto Press, 1976, pp. 108, 221-2.

7. Also referred to as Collège Dominicain de Philosophie et de Théologie.

institutions such as York, Trent, and Brock were born secular to qualify for public funding.⁸ The University of Guelph, Lakehead University and Ryerson Polytechnical Institute evolved from extant technical colleges. This massive restructuring of universities in Ontario was driven by a clearly understood, broadly supported policy of limiting public grants-in-aid to non-denominational institutions. That is why church-related institutions were subsumed within secular governing structures and why new community-based universities started out as secular institutions from the beginning.

Some lingering obligations remained, which were the awkward-to-account-for-residuals in the process of historical change. Some of the church-related institutions had previously qualified for federal grants-in-aid. They had reasonable expectations for this state of affairs continuing after the responsibility for funding higher education was shifted to the Provinces. By stages, the Ontario Government honoured these prior obligations by providing funding to the secular host institutions for the programs offered within their affiliated colleges. Secondly, provision was made for additions to the roster of affiliated colleges, a policy that recently accommodated Concordia Lutheran Seminary at Brock. Finally, in recognition of the anomalous case of Dominican College, a hold-over from the previous regime, Government agreed to fund its programs at a level of 50% of the grants made available to the public system.⁹

The determination to direct public funding primarily to secular institutions and indirectly to affiliated colleges established the basis for the new "system" of universities that emerged during the 1960s. Despite growth, political change and a heightened awareness of the importance of higher education, the policies and institutional structures established then remain and continue to delineate the boundaries of secular degree-granting powers in Ontario today.

Ironically for something so durable, what became enshrined as the Robarts Policy of affiliation rested merely upon several statements in the Legislature by the then Premier, John Robarts. Specifically, the threefold Robarts Policy involved a limitation on the number of provincially-assisted universities¹⁰, a promise that Government would guarantee access to one or another of these institutions for every qualified applicant¹¹, and a requirement that the formation of all other colleges be accomplished henceforth by affiliation with an existing institution¹². In short, Government believed that a sufficient number of provincially-assisted institutions had been established to meet the needs of the Province for the foreseeable future. No new universities would be created. New or existing private universities or colleges would have to affiliate with one of the 15 established universities to qualify for indirect provincial assistance and to permit their graduates to receive degrees.

Over time the Robarts Policy has acquired several codicils. The Ministry of Colleges and Universities has established the terms upon which applications for incorporation from new

8. Paul Axelrod, *Scholars and Dollars: Politics, Economics, and the Universities of Ontario, 1945-1980*. Toronto: University of Toronto Press, 1982, pp. 54-99.

9. The Honourable William G. Davis, Minister of University Affairs, *Hansard*, June 5, 1967, pp. 4299-4331.

10. Premier John Robarts, *Hansard*, March 21, 1963, p. 2009.

11. *Ibid.*, p. 2007.

12. *Ibid.*, p. 2009.

Bible Colleges or theological colleges would not be opposed¹³. As long as institutions of this sort could demonstrate financial viability, the support of their communities, were not seeking Government grants and confined themselves to religious or theologically-based curricula for which specialized degrees might be given, the Ministry would not oppose the granting of an act of incorporation. It has, however, intervened on a number of occasions to deny religious institutions the right to grant religious degrees because they did not meet the Ministry's criteria and, as well, to deny both secular and religious institutions secular degree-granting power and to negotiate changes to the degree designations of applicants seeking secular degree-granting powers.

Secondly, special requirements have been developed to ensure affiliation is sought only with appropriate institutions. For example, the Canadian Memorial Chiropractic College is required to seek affiliation, and indirectly, access to partial public support, with a university that also "had a major role in health sciences education".¹⁴

Thirdly, in the early 1980s, Government's commitment to the Robarts Policy and its ability to exercise effective control over degree-granting was tested. During that period, several out-of-Province degree mills commenced operations in Ontario. At that time, it was discovered that, apart from the powers of Ministerial suasion, Government had no instrument at hand to enforce its declared policy. In 1983 Government introduced the Degree-Granting Act, 1983 which confined secular degree-granting power to institutions designated by the Legislature, restricted the use of the word "university," and established a means whereby out-of-Province degree-granting institutions might offer degrees in Ontario subject to regulation.

The establishment of universities and the possession of degree-granting powers in Ontario are now regulated by the Degree-Granting Act, 1983. This Act establishes in law the tradition whereby only the Provincial Legislature may empower institutions established within the Province to use the word "university" in their names, or to grant degrees. Under this Act, degree-granting institutions established outside Ontario must obtain the consent of the Minister of Colleges and Universities to offer degree programs in Ontario. The Degree-Granting Act, 1983 does not prohibit the establishment of new degree-granting institutions within Ontario. However, by stating that only the Legislature can authorize institutions established within Ontario to confer degrees, Government, through the development of specific policy relating to degree-granting, decides whether applications for degree-granting powers will not be opposed and under what conditions.

During the legislative debate leading to the passage of the Degree-Granting Act, 1983, Government reiterated its policy with respect to the establishment of additional degree-granting institutions in Ontario, which requires institutions with degree-granting aspirations to affiliate with an existing Ontario university. Ontario public policy currently permits the establishment of new freestanding degree-granting institutions on the condition that the degrees granted are theologically or religiously designated or specially derived as a result of Government negotiations. Examples of such restricted degrees currently being offered include Bachelor of Christian Studies, and Bachelor of Arts in Judaica. There are 12 privately-funded theological or religiously based institutions presently in operation, Redeemer College among them, which are authorized to grant restricted degrees. These institutions have not been permitted to use the word "university" in their titles.

13. New Ministry policy as of 1981, University Relations Branch, Legislative Index, p. 18.

14. Letter from the Honourable Dr. Bette Stephenson, Minister of Education, to Mr. D.C. Sutherland, President, Canadian Memorial Chiropractic College, July 29, 1981.

An examination of the debate and committee deliberations surrounding the Degree-Granting Act, 1983 suggests that consumer protection, protection of the public investment in the university system and an overriding concern to protect the quality of university degrees granted in Ontario led to multi-partisan approval of the policy. Dr. Stephenson, the then Minister of Education, used these concerns to underscore her conviction that the tradition of Legislative granting of degree-granting power should persist and that the degrees so authorized should be protected.¹⁵ She noted that Bible Colleges would still be able to grant specialized degrees, and charters for such institutions would not be opposed by the Ministry as long as certain conditions were met. On the other hand she argued:

...secular institutions that wish to offer degree programs in arts and sciences will be required, I believe, to affiliate with a recognized degree-granting institution in the Province or with an institution outside the Province that has ministerial consent to operate in Ontario.¹⁶

The Government of the day and the opposition parties were in agreement concerning the need to protect the public financial investment and confidence in Ontario's publicly-assisted universities, and to maintain the quality of the degrees granted by them through the strict regulation of degree-granting powers.

In summary, an act of incorporation by the Legislature remains the only means of obtaining any form of degree-granting power in Ontario. (Out-of-Province institutions that qualify may grant degrees in Ontario with Ministerial Consent.) It is therefore up to the Legislature to decide whether or not institutions receive the right to grant degrees. As a matter of policy, Government limits the right to grant secular degrees to the existing 15 universities plus Ryerson.¹⁷ It will not oppose the organization of Bible Colleges and theological colleges under certain conditions so long as the degrees granted indicate the specialized nature of those programs and do not include secular degrees. Secular or religious institutions may only obtain access to secular degree-granting status through affiliation with existing universities, or by making arrangements with extra-provincial degree-granting institutions subject to Ministerial Consent. The Canadian Memorial Chiropractic College may only seek affiliation with a university that has a health science faculty. The Minister of Colleges and Universities exercises these powers through the Degree-Granting Act, 1983, and its attendant policies.

The Province of Ontario thus entered into a *de facto* contract with its citizens concerning university-level education. Government designated the provincially-assisted universities the exclusive providers of secular undergraduate and graduate degree studies and, in turn, it implicitly undertook to sustain them in such a way as to maintain programs of good quality across the Province sufficient to meet the need of all academically-qualified applicants.

Since Ontario entered into this "social contract" a generation ago, a number of key environmental changes have taken place in the intervening years. Briefly, Government has created a second system of public higher education, the Colleges of Applied Arts and Technology, to provide for the vocational and quasi-professional training of postsecondary

15. The Honourable Dr. Bette Stephenson, Minister of Education, Hansard, June 6, 1983, p. 1423.

16. Ibid., p. 1423.

17. The Ryerson Polytechnical Institute Act, amended in 1988, sets out the specialized degree designations that can be offered by this institution: primarily undergraduate level degrees in applied arts, business and technology. These degrees reflect Ryerson's special mission, which is to provide career education that meets societal needs.

students who do not wish to go on to university. Secondly, when the contract was first considered, in the early 1960s, only a small, academic elite participated in university education (11.3% of 18-21 years old attended as full-time undergraduate in the early 1960s). We have subsequently entered a period of mass higher education in which more than 30% of the 18-21 year olds attend universities as full-time undergraduates. Thirdly, the costs of providing university-level instruction have risen at such a rate as to put in question Government's willingness, if not ability, to fund its obligations adequately. Fourthly, since undertaking this commitment, Government has also assumed additional social policy responsibilities, most notably in the areas of health and social services, which have tended to restrict its ability to meet its university funding obligations. With rising incomes and a closer cultural integration of Canada with the United States in an age of mass communications, large numbers of Canadian and Ontario students seek educational opportunities abroad, mainly in the United States. Lastly, and most recently, other potential providers of university-level services have come upon the scene declaring their willingness, and in some cases demanding the right, to offer secular degrees to serve niche markets. Among this group are several institutions in the United States, usually from border states, who can already do just that under the policy of Ministerial Consents. Taken together, the rise of the educational society, the concomitant fiscal crisis of the state, the opening up of the "United States option" and the possibility of a private sector in university education establish the context that justifies a review of current public policy, notwithstanding its apparent broad public support.

4.0 The Policy Review

Council's review of Government policy took the form of extensive public consultations and hearings coupled with staff studies of matters relating to the operation and regulation of private universities. A special committee of Council was initially established to conduct the review. Latterly, responsibility for this review was assumed by the newly formed Institutional Policy Committee of Council.

Interested parties were invited on May 5, 1986 to make written submissions to Council discussing whether or not freestanding institutions should have secular degree-granting powers and if so, under what conditions. Respondents were also invited to comment upon the implications of such a regime for the enrolment, funding and student support extended to the existing system. Specific information was requested concerning experience with the policy of affiliation. The press of other Council business delayed full consideration of these questions. In June 1988, Council, therefore, invited respondents to update and expand upon their original submissions. In response, Council received 36 briefs from institutions, groups and individuals. Several briefs took the form of extensive documentation of the case for secular degree-granting status. The majority were letters of support for the existing policy.

At the request of Council, staff established contact with various organizations and individuals with experience in these matters in the United States and Canada. State regulatory agencies and accreditation procedures in the United States were studied. Changes in the law governing university-level activities in the Province of Quebec were monitored. The institutional arrangements for credit transfer and accreditation in Alberta were also examined. Legal opinion was sought on the impact of the Charter of Rights and Freedoms and the Free Trade Agreement upon Government policy and upon the broader legal aspects of permitting freestanding secular degree-granting.

Following these initial investigations, all interested parties were invited to appear before Council's Committee during two days of public hearings held on January 30-31, 1989. Participants were specifically directed to comment on a series of general questions about the advantages and disadvantages of Government policy; methods of ensuring the quality of new secular degree-granting institutions should such a course be chosen; the impact of such a change

in policy upon the publicly-assisted system; and the conditions - if any - under which public funding might be extended to such institutions. Respondents were also invited to report on their experience with affiliation. The active groups who submitted briefs to Council on that occasion can be classified as follows:

1. Publicly-assisted institutions and their affiliated colleges, represented individually and through the Council of Ontario Universities;
2. Colleges, schools and institutes with limited charters to grant diplomas, certificates or special degree designations:
 - a) Religiously-based Institutions:
 - Redeemer Christian College
 - Institute for Christian Studies
 - Maimonides College
 - b) Medical:
 - Canadian Memorial Chiropractic College
 - c) Commercial:
 - Canadian School of Management
 - DeVry Institute of Technology
3. Interested Groups and Organizations:
 - Bayview Glen
 - Blyth and Company
 - Mr. Sam Marble and Mr. John Rozema (International Study Centre)
 - Wolfe "University" (Dr. Bette Stephenson, Chancellor)

With a view to informing the broader public of the issues at stake in this important debate, Council published a document in the Fall of 1989, A Discussion Paper on the Issue of the Establishment of Freestanding Secular Degree-Granting Institutions in Ontario.¹⁸ summarizing what it had learned from its studies, the briefs submitted, and public hearings. This document took a step beyond merely summarizing opinions pro and con by inviting comments on some of the principles upon which a system of wholly private secular degree-granting institutions might be based and upon the various models of regulation and accreditation that might govern quality in such a system. A total of 85 letters and briefs responded to the challenge of this document. In addition, the document received editorial comment in the press.

Beyond these formal procedures, Council consulted many officials within the Ministry of Colleges and Universities on technical matters, received delegations of interested individuals and groups, and maintained regular communication with administrators and officials

18. Ontario Council on University Affairs, A Discussion Paper on the Issue of the Establishment of Freestanding Secular Degree-Granting Institutions in Ontario, October, 1989. This paper referred to a dispute between the University of Toronto and St. Augustine's Seminary, which led to the temporary termination of the affiliation agreement. Relying on press reports, Council stated that the dispute concerned academic freedom, when in fact the dispute arose from the university's requirement that affiliates implement policies and procedures providing due process in academic appointments, promotions and terminations equivalent to the university's rules. Council regrets this error and apologizes for any embarrassment this may have caused St. Augustine's Seminary, His Eminence Emmet Cardinal Carter, and the Toronto School of Theology.

in other jurisdictions. Every effort was made to ensure that all interested parties were informed as to the issues and given ample opportunity to have their voices heard in the policy review.

5.0 The Arguments

During the course of these consultations, numerous arguments as to the value of freestanding secular degree-granting institutions were made, most relating to their social utility. Briefly, proponents argued that wholly private universities would *inter alia*:

- provide additional accessibility to university-level education;
- add to the diversity of program offerings;
- deliver practical instruction in more flexible formats;
- be more client or student-directed in providing service;
- give credit for career learning toward degree requirements;
- show greater willingness to accept credit transfers;
- be less costly and more efficient than public institutions;
- stress teaching over research;
- attract new sources of private funds to higher education;
- have a market-driven interest in maintaining high quality;
- facilitate life-long learning;
- provide a base for new educational consulting enterprises;
- create a wider range of choice;
- assist in the development of religious and cultural communities;
- foster the free development of alternative value systems;
- challenge the public system with open competition; and
- permit the privatization of parts of the public system.

Moreover it was argued by extension that many of the greatest universities in the world were private. Government policy therefore denied citizens of Ontario access to similar institutions. From many sources Council was told that monopolies of any sort, secular degree-granting included, were contrary to the public interest.

Critics of the Robarts Policy also contended that:

- private education is permitted at all other levels;
- affiliation has proven difficult to negotiate;
- there are no incentives for the universities to seek or accept affiliates;
- affiliation threatens institutional distinctiveness;
- Ontario institutions are denied privileges available to foreign institutions under the policy of Ministerial Consents;
- the "public monopoly" contravenes the Free Trade Agreement; and
- on the surface restrictions on secular degree-granting violate Charter guarantees of religious freedom.

These arguments are summarized in the Council's discussion paper already referred to, and developed in greater detail in briefs submitted by, among others, Redeemer Christian College, the Institute for Christian Studies, Maimonides College, the Coalition of Freestanding University-Level Institutions, Dr. D.V. Anderson representing Wolfe "University", the International Studies Group of Port Huron-Sarnia, the Canadian School of Management, Canadian Memorial Chiropractic College, DeVry Institute, and Bayview Glen.

On the other hand, those who argued for the continuation of the Robarts Policy maintained that the publicly-assisted system of universities and their affiliates:

- meet most student and societal needs adequately;
- provide a wide range of academic programs;
- guarantee the quality of programs and degrees;
- serve public as opposed to private or sectarian purposes;
- integrate rather than segregate in the process of teaching and learning; and
- permit religious training compatible with traditions of academic freedom through affiliation.

These arguments are also summarized in Council's discussion paper and developed in greater detail in briefs submitted by the Council of Ontario Universities, the Ontario Confederation of University Faculty Associations, the Churches Council on Theological Education, several of the federated or affiliated colleges within the university system, and by York University.

In general, the representatives of the publicly-assisted universities, federated and affiliated colleges, and the organized faculty argued that the current policy of restricted degree-granting serves the public interest well by guaranteeing the quality of secular degrees, while at the same time providing a reasonable means whereby special interest groups might seek access to the system of higher education through the affiliation process. On the other hand, briefs and submissions from other groups were critical of existing policy, arguing that affiliation was not a viable option, that the Robarts Policy was discriminatory in many respects, that the distinction between secular and religious degrees was unfounded, that competition in the field of degree-granting was in the public interest, and that the diverse needs of the public were not being adequately served by the existing degree-granting institutions.

The brief of the Council of Ontario Universities (COU), while expressing no opposition in principle to the establishment of new degree-granting institutions, expressed two concerns. One was the problem of accreditation, which COU believed might be addressed through an independent, arms length body that would employ the peer adjudication principle.¹⁹ The second concern dealt with the impact of the establishment of new degree-granting institutions on the existing university system. COU was sceptical about the ability of private institutions to resist applying for public assistance. It felt that the current proponents did not have an adequate understanding of the costs involved in operating a university-level institution. It was also worried about the competition for private sector support, which the publicly-funded universities were becoming more and more dependent on, and about the competition for research dollars.

As Council weighed these claims and counterclaims, it uncovered two matters of serious concern:

- 1) The affiliation option of the Robarts Policy did not appear to be working effectively; and
- 2) The "foreign policy" of permitting degree-granting by Ministerial Consent under special circumstances was at odds with the "domestic policy" of restricted degree-granting.

19. Council of Ontario Universities, Report of the Special Committee on Degree-Granting Institutions in Ontario, February, 1990.

Moreover, Council discovered during this process that however small the initial step might be in the direction of loosening up the policy governing secular degree-granting, such a step would nevertheless represent a profound change in policy in the Province of Ontario. As York University noted in its brief: "to even ask the question is already to contemplate a world of higher education quite different from the one we know. The interests of private institutions, their proprietors, clients and supporters would become part of every policy debate, enter every calculation of Government action and expenditure."²⁰

Council, thus, has to consider not only the issue of freestanding institutions, but also determine whether the concerns regarding existing policy are sufficiently grave as to require such a major reconstruction of the system of university education in Ontario. Or, might these inadequacies be met by other means?

And lastly, while Council's thinking on many issues has evolved over the course of its prolonged investigations, on one point it has remained resolute: consideration of any policy change must take as its starting point the impact upon the existing publicly-assisted system in which the Government and people of Ontario have invested so much.

6.0 Observations

Council thus has to decide, in its best judgement, if a system of high quality private institutions could exist in the Province of Ontario, and secondly whether - other things being considered - such institutions should exist. It is not enough merely to weigh the pro against the con. Consideration of any question of public policy must take as its point of departure certain fundamental premises.

Could wholly private universities flourish in the Province of Ontario in the 1990s? Here one enters the realm of speculation. Nevertheless the recent experience of such ventures in other, similar jurisdictions does provide a guide. And indeed the comparative circumstances of such high quality institutions in the United States suggest an answer.

New private "universities" have been launched within recent years in Great Britain and Australia, most notably in the form of the University of Buckingham and Bond University respectively. Both have struggled against various obstacles to come into existence and both have suffered from rather lower than expected enrolments for a variety of reasons. Both have become dependent, for example, upon a disproportionate number of international students. But it would be fair to say that neither has attained what might be thought of as full a university status as that which was conceived by the founders. Indeed, a self-evaluation by two professors at the University of Buckingham concluded:

As the shortage of funds dictated a drastic downward revision in the potential number of students, and as it became increasingly recognised that a fully fledged university on conventional lines was an extremely remote possibility, more consideration began to be given to the claim 'small is beautiful.' The metamorphosis was dramatic and suddenly the ideal became closely identified with the typical small scale Oxford college emphasizing the benefits of an intimate relationship between staff and students.²¹

20. Response of York University to the Discussion Paper on the Establishment of Freestanding Secular Degree-Granting Institutions in Ontario, December, 1989.

21. G.K. Shaw and M. Blaug, "The University of Buckingham after Ten Years - A Tentative Evaluation," Higher Education Quarterly, Vol. 42, 1988, p. 81.

Thus it has been possible, albeit with extreme difficulty, to create two small colleges in two relatively rich jurisdictions. It has not been possible, however, in either Australia or Great Britain for the private sector to muster the resources sufficient to endow and operate a truly great university, or simply an ordinary university.

Secondly, it must be said that in both cases this modest experiment in private education has relied in part upon public funding. The University of Buckingham, for example, draws no funds from the Department of Education and Science administered by the Universities Funding Council. Nevertheless, its students are eligible for public assistance, and its professors receive research support from the public sector. It has also negotiated with the Department of Education and Science a tuition grant for its students who take approved courses, which is somewhat higher than the grant allowed for the publicly-funded universities.²² In Australia, the financial difficulties of Bond University have forced it to apply to the Queensland Government for a short-term loan of Australian \$80 million until longer-term financing can be arranged. Financial stringency has forced the University to abandon its plans for science education.²³ Therefore, what has been accomplished in this sector recently has proven to be rather small in scale, in the order of specialized colleges rather than universities, and even this has not been accomplished without indirect public assistance.

There is, however, the remarkable case of the United States, where private universities such as Harvard, Yale, Princeton, Chicago, Stanford and others set the standard for higher education not only for the US public systems, but also for the entire world. Can universities of this calibre be created in Ontario? We have heard such aspirations. To pose the question is, alas, to answer it. Institutions of such quality depend upon endowments which, seen from a Canadian perspective, assume absolutely astronomical proportions. In 1986, the most recent year in which accurate figures are available the endowments of the ten best endowed public and private institutions were as follows in US dollars:

Harvard University	\$3,435,010,000
University of Texas system	2,530,730,000
Princeton University	1,934,010,000
Yale University	1,739,460,000
Stanford University	1,371,870,000
Columbia University	1,266,640,000
Texas A&M University	1,110,440,000
Massachusetts Institute of Technology	971,346,000
Washington University	958,461,000
University of Chicago	802,500,000 ²⁴

22. U. K. Department of Education and Science, personal communications.

23. Times Higher Education Supplement, Sept. 6, 1989.

24. Chronicle of Higher Education, May 20, 1987.

By contrast, in 1986, the comparable endowment of the University of Toronto stood at \$136 million, which, if the dollar were valued at par, would rank Toronto 52nd among US institutions, just below Rensselaer Polytechnic Institute and above Georgetown University.²⁵

Moreover, even these huge endowments are not enough to maintain these institutions in the modern era. Four private universities in the United States are presently campaigning to raise over \$1 billion each. By 1991, Harvard hopes to raise an additional \$2 billion.²⁶ This is possible in a society where corporations and individuals give in excess of \$8 billion annually to higher education. By way of contrast, the most ambitious university fundraising program in Canada, the University of Toronto's Breakthrough Campaign, has as its objective \$100 million, and it is a multi-purpose program not an endowment campaign per se.²⁷

It also costs an enormous amount to operate an undeniably high quality teaching and research university. The annual operating budget of these peak institutions approaches or exceeds \$1 billion each.²⁸ Further, these universities rely in very large measure for their massive research effort, upon which their eminence depends, upon Government funds. The United States Department of Defense, the National Aeronautics and Space Administration, the National Institute of Health, National Endowment for the Humanities and others sustain much of the graduate and research work done at private universities in the United States. Research expenditures in 1988, in the case of each of the top 10 research institutions, averaged \$278 million, the vast majority of which came from federal Government grants.²⁹ All Ontario institutions combined spent only \$467.9 million on research in 1988-89.

Can capital of this sort be mustered in an Ontario context? Plainly such endowments lie well beyond the capabilities of Canadian foundations. In 1986, the 50 largest Canadian charitable foundations had assets of only \$1.7 billion and made grants of \$114 million, 17% of which went to higher education.³⁰ It is unlikely that any Canadian fortune is large enough to support a university of the top rank. No Canadian Government can presently afford to make such an institution a public goal. The operating budgets of Harvard and Stanford would consume the entire provincial allocation for higher education in Ontario. Funding a great private university plainly lies beyond our reach at the present time. No one should be permitted to campaign under such colours unless proof of such extensive support can be mustered. For to dream Harvard and deliver a small liberal arts college would be an exercise in self deception as well as public misrepresentation.

25. National Association of College and University Business Officers data as reported in The Chronicle of Higher Education, May 20, 1987, compared to Council of Financial Officers - Universities of Ontario, Financial Report of Ontario Universities, 1986-86, Vol. I, p. 161, in which Trust and Endowment and Non-Expendable Trust and Endowment figures have been combined to produce comparable data. At April 30, 1990, the University of Toronto's endowment had risen to \$222 million.

26. New York Times, Dec. 17, 1989

27. In this paragraph, and those that follow, dollar amounts are given in the national currency.

28. Unless otherwise noted, figures are for 1986 and are taken from the standard reference work American Universities and Colleges, 13th edition American Council on Education and Walter de Gruyter, New York and Berlin, 1987.

29. Chronicle of Higher Education, November 29, 1989.

30. A. Arlett and N. McClintock, eds. 1988/89 Canadian Directory of Foundations (Toronto: Canadian Centre for Philanthropy, 1989), pp. iv-vii.

And were one to lower one's sights from the well known pre-eminent institutions to the lesser known, more recently founded private universities in the United States, once again one comes up against the sheer magnitude of the capital required. Even a very small scale recently-formed institution, such as Pepperdine University in California, for example, had assets with a book value of \$121 million in 1986, an annual operating budget in the range of \$76 million, and an annual endowment income of \$8 million. These sums notwithstanding, Pepperdine with 6,800 students, is predominantly an arts and social science institution, with a limited science curriculum, which gives doctoral degrees only in education.

What would it cost in Ontario to duplicate such a feat? In Ontario two institutions, Brock and Wilfrid Laurier, might be used as comparators to gauge the magnitude of the effort required. In 1988-89 both registered approximately 7,000 full time equivalent students and offered a range of programs similar to those of Pepperdine. As we know, publicly-assisted university education in Canada is less costly than that provided in the best public and private systems in the United States. For example, the total operating budgets of Brock and Wilfrid Laurier in 1986 were \$39 and \$42 million respectively compared with Pepperdine's \$76 million. Brock and Wilfrid Laurier also possessed property, plant and equipment valued at \$89 million and \$34 million respectively in 1986. Restricted and unrestricted trust and endowment funds at the two universities stood at a mere \$1.8 and \$8.5 million respectively.³¹

If Brock University in 1989 were funded as a typical four-year private university, in the United States it would have raised its income in the following ways:³²

<u>Source</u>	<u>Percent</u>	<u>\$ (000,000)</u>
Tuition and Fees	51.8	27.8
Government	18.8	10.1
Private Gifts and Endowment	20.3	10.9
Other	9.1	4.9

(Note the significance of the Government contribution to "private" education.) On these terms, a private Brock would have to charge student fees of approximately \$4,000 and possess an endowment of over \$120 million to produce the annual private income needed. If such an institution were to be funded exclusively by fees, endowment and other cost recovery methods, tuition would increase to approximately \$5,100 and the capital required to endow the institution to \$136 million. The capital costs of the institution itself would, of course, be in addition. That, of course, just buys a "private" Brock, the public version of which is available to consumers for under \$2,000. If the private institution attempted to provide a much higher quality of education than that prevailing in the public sector, correspondingly higher fees and even more capital and endowment would be required.

Thus even the ambition of Pepperdine may well exceed our private capabilities. To endow such a university, provide it with scholarship funds, facilities and operating capital would require an effort that would greatly exceed that of the University of Toronto in its current fund-

31. Data on Brock and Wilfrid Laurier are taken from the most current financial statements of the two universities, which reflect the financial situation as at April 30, 1989.

32. The distribution of educational and general revenues of private institutions in the United States is drawn from State Higher Education Profiles, 1988 edition, prepared by the National Center for Educational Statistics. Brock University data are the total expendable revenues of the university excluding capital reported in Financial Report of Ontario Universities 1986-87, Vol. I, prepared by the Council of Finance Officers - Universities of Ontario.

raising initiative. It is difficult to imagine a cultural institution of such magnitude being built in Canada, without significant public funding.

Council therefore submits that the possibility of creating a major private university along classical lines is extremely remote. Even a medium-sized predominantly liberal arts college stretches credulity. Realists recognize that something else is being proposed in an Ontario context. The proponents of private institutions usually have as their objective the creation of either highly specialized schools serving niche markets in the field of higher education, or very small liberal arts colleges with a distinctive ideological or religious character similar to the many colleges of the sort that dot the US educational landscape.

Could such institutions exist in Ontario? The answer here is clearly yes, and they already do. Many of the institutions who appeared before Council, Redeemer Christian College among them, perform these functions. They seek secular degree-granting status to be able to confer the more marketable credential of BA, BSc and so forth. Institutions such as DeVry Institute and the Canadian School of Management, similarly seek the right to grant degrees for the diploma programs they are presently delivering, just as similar organizations in some US jurisdictions do. Were they permitted to do so, one might reasonably expect a proliferation of similar sorts of institutions.

Thus what the citizens of Ontario might reasonably expect from the proposals currently before us and those likely to be advanced should secular degree-granting be deregulated, would be the appearance of several small liberal arts colleges on the one hand and a group of vocational, technical training institutions on the other. It would be unreasonable to expect a great university to thrive, however benign the degree-granting climate, in such barren fiscal terrain.

One of the strengths of the US system, we have been reminded by several respondents, is the tremendous variety of educational opportunities provided. But the most evident costs are highly variable standards on the one hand and relativistic degrees on the other. Educational opportunities of vastly different quality present themselves. And the "market" in the US appears to be able to evaluate and price on a comparative basis the graduates of these highly varied institutions. Such a system requires sophisticated information accumulated over a long period of time, and knowledgeable consumers.

Quality, in such a context, is frequently regulated by various state bodies following one or another model of accreditation. Or, in a few extreme cases, quality is not effectively regulated at all, sometimes with scandalous results. States known for their high quality private colleges are also noted for their stringent and well-equipped regulatory instruments. The two go hand in hand. Were the Province of Ontario to deregulate secular degree-granting, it would then have to create some means of regulating the quality and performance of the private sector. Indeed, this course of action has been most forcibly argued by the advocates of secular degree granting themselves. Redeemer Christian College and the Coalition in their several briefs have given the most thought to these matters.

With a view to "determining the boundaries of thinking" Council in its discussion paper challenged respondents to address the modalities of quality assurance by advancing for debate a number of principles that might guide the regulation of a private secular degree-granting sector. Council made it clear that these draft principles were being advanced for purposes of discussion and they were not to be considered as proposals. Four broad policy options were sketched out: status quo; improved affiliation; a regulated private sector; and laissez-faire. For one of those options, regulation of freestanding institutions, eight principles were developed to stimulate discussion and explicitly advanced "without prejudice to any of the other policy options."

Council wanted to go beyond generalities to test the workability of regulating a system of freestanding, secular degree-granting institutions (FSDI). The principles tested against the informed judgement of the community could be paraphrased as follows:

1. Government responsibility for adequate access to university education;
2. FSDI must pass appraisal process to ensure they offer education of Ontario standard;
3. FSDI would not be eligible for provincial operating grants or capital funds;
4. Students in FSDI would be eligible for student aid and tax deductible tuition;
5. Access to public assistance should continue to be through affiliation with publicly-assisted institutions;
6. Use of the term "university" would be restricted to institutions with governing structures and objectives similar to public institutions;
7. No religious tests should be permitted;
8. FSDI must subscribe to principles of academic freedom.

Council discovered from the replies received that from a variety of different perspectives some of these principles were deemed to be in partial contradiction, some could not be made to work, others would represent an unwarranted intrusion into private affairs, and there were many differences of opinion on the likely effectiveness and appropriate means of ensuring education of Ontario standard.

For example, Council learned that academic freedom could neither be easily defined nor effectively legislated. A doctrine sufficiently plastic to be acceptable to all applicants would be of little practical use, we discovered. The Coalition of University-Level Institutions, and others, objected strongly to an extension of the ban on religious tests into the putative private sector on the grounds that this would interfere with an institution's ability to determine its own character. Council was reminded by publicly-assisted institutions that even if principles 7 and 8 could be precisely drafted, they would nevertheless be extremely difficult to administer. What would the sanctions be? Who would apply them? Council concluded, therefore, that were freestanding secular degree-granting institutions to be permitted, there were no effective means to protecting free and unencumbered academic inquiry within them.

The responses also underscored the difficulty of compartmentalizing funding. In the first instance, several of the applicants for secular degree-granting status openly sought public assistance. Others pointed out that in the event of a privately-funded institution failing, responsibility for students registered in it would inevitably descend upon Government, and public funding would be diluted in the process. For even if Government were to forswear any public assistance, or if institutions were to have denying clauses written into their acts of incorporation, nothing could bind a compassionate Legislature against offering help in the case of financial difficulty. This is not a hypothetical proposition. Already one private, religiously-based, secular degree-granting institution, Richmond College, which operated in Ontario before the passage of the Degree-Granting Act, 1983, failed to sustain itself and had to discontinue its programs. And if Government has hidden contingent liabilities towards depositors in financial institutions, would it not also discover obligation to those who had invested their hopes and savings in Government approved institutions of higher learning should they fail?

Even those applicants who eschewed any desire to obtain public funds nevertheless insisted that Government student aid programs and tax deductions should apply. This in itself would violate the objective of maintaining these institutions upon a purely private footing. In this connection it was argued that at high fee levels, student assistance, if it were to have any meaning, would demand larger subventions to students in the private institutions than in the publicly-assisted ones. In the final analysis, Council came to the conclusion that it was impossible to ensure that "private" institutions would be wholly privately supported on a continuing basis. Directly or indirectly, Government assistance would be required, assistance that would necessarily have to be drawn from the pool of funds available to support the public system.

Information received on the issue of accreditation and/or Government regulation added to the complexity. Accreditation can be defined as a process of evaluation in which an external agency attests to the fact that an institution or programs within an institution meet certain publicly-declared standards. These may be the standards of the "association" or the standards set by the institution itself. Because Canada has a predominantly public system of higher education, accreditation is not well known nor much practised here. Each university has its own means of reviewing its undergraduate programs. Graduate programs were reviewed as to academic quality by the Ontario Council on Graduate Studies, a collective organization established and maintained by the universities themselves. In the United States, and in other jurisdictions, accreditation is frequently organized on a state or regional basis, professional bodies certify that programs meet their requirements, and frequently institutions are grouped in voluntary accreditation agreements according to the type of education provided. In the United States there is an accreditation body for almost every kind of educational endeavour. There is even a Council of accrediting associations, the Council on Postsecondary Accreditation.³³

It has been suggested by several applicants that the matter of quality assurance in Ontario might best be left to existing US accreditation bodies. Leaving aside the issue of whether or not it would be appropriate for the Province of Ontario to rely upon foreign bodies to certify the quality of its degree programs, the more fundamental question arises: does accreditation work? Is it a reliable guarantor of program or institutional quality? Experience in states in the US, which have relied heavily upon accreditation processes, indicates that the process neither guarantees the quality of instruction provided nor assures consumers of the financial soundness of the institution. In California alone, over the past three years, 44 accredited postsecondary institutions have closed leaving hundreds of students stranded. Fifteen of these were accredited by the Association of Independent Colleges and Universities. Following its study of voluntary accreditation, the California Postsecondary Education Commission concluded:

The point to be drawn is that in the State's full reliance on accreditation it is depending upon a group of non-Governmental agencies with a wide range of standards and various levels of reliability to carry out the State's constitutional responsibilities. There is no single point of accountability. At times these responsibilities are conducted with great care and effectiveness; at other times serious problems have arisen. When accrediting agencies are

33. For an overview of accreditation in the United States see California Postsecondary Education Commission, *The State's Reliance on Non-Governmental Accreditation*, 89-13, 1989; and K.E. Young *et al.*, *Understanding Accreditation* (San Francisco: Jossey-Bass, 1983).

lax in their oversight, tremendous harm can occur because so much responsibility has been delegated to them.³⁴

In effect, relying upon voluntary methods of accreditation means taking institutions more or less on their own terms, for there is always some kind of accreditation available, but it is not always a guarantor of either quality or stability.

In addition to these methods of "industrial self-regulation", frequently state Governments assume direct responsibility either directly or through Commissions to license and regulate private institutions. There would appear to be a growing tendency towards Government regulation in the United States as a result of the perceived inadequacies of voluntary accreditation. California, for example, would seem to be heading in that direction at the present time. In Great Britain, the National Council on Academic Awards performs the function of reviewing the academic integrity of private educational institutions. Council's discussion paper contained a detailed review of the methods different state Governments have adopted to regulate private universities and colleges through boards, commissions and Departments of Education. It has been suggested that perhaps Ontario too might adopt similar methods to regulate private secular institutions. Redeemer College, the Coalition of Freestanding University-level Institutions and Bayview Glen developed proposals for Government licensing and regulation in their submissions.

Government regulation raises three kinds of issues: the cost of regulation and who would bear it; due process considerations; and environmental or scope implications.

Regulation inevitably entails a cost. To be effective, evaluations must be thorough, reliable and consistent over time. The decision-making body must be deemed to be fair and supported by adequate professional staff. Various regulatory systems exist in the United States; the wheel need not be reinvented. However, some of these systems of Government regulation look better on paper than they appear to work in practice. A regulatory body can only be as effective as the resources put at its disposal permit. It has been proposed that those being regulated should pay the full cost of initial appraisal and subsequent periodic evaluation to ensure quality through fees. The cost of regulation will add significantly to the price of private education. And if the cost of evaluation is deemed to be "too high," that in itself might be complained of as an unwarranted expense or a barrier to entry. Those who pay will also, of course, want to be reasonably assured of outcomes. And if no public resources are to be provided, the question of who pays the piper may give rise to subsequent concerns about the tune.

Due process must also be assured. That means in effect that the evaluative measures must be "flexible" to take into account different philosophies of education and delivery methods. Some go further and insist that regulatory mechanisms should be biased in favour of the unconventional educational activities they provide and not simply apply qualitative criteria deemed appropriate in the public sector. Those being judged must be assured of adequate input, and also have representation upon the tribunal. It is also possible that those notionally-biased or associated with the "competition," such as for example professors, staff, students, officers, alumni or members of boards of publicly-assisted universities, ought not to be thought qualified to sit in judgement over non-traditional modes of education. And there would have to be some kind of appeal mechanism against adverse or negative judgements. These are by no means inconsiderable matters, for once having established a regulatory regime, one can be assured lawyers, questions of procedure and administrative law considerations would soon follow.

34. California Postsecondary Education Commission. The State's Reliance on Non-Governmental Accreditation 89-13, 1989, pp. 9, 23.

Thirdly, it would be argued - indeed it already has been - that procedures established to regulate the quality of the private sector should also be extended to the public sector. It is one thing to contemplate a set of procedures that might be applied to a small number of applicants on the margin of a larger system. In fairness, Council has been told, the private sector should not be judged by standards that exceed those of the public. And perhaps it would be a good thing if the publicly-assisted system also had to meet exacting standards. At the moment, of course, the Ontario Council of Graduate Studies evaluates all graduate programs. The governing bodies of the publicly-assisted universities have the overall responsibility for assuring the academic quality of other undergraduate programs. To extend these procedures to cover all undergraduate programs in the Province would entail a large administrative effort and expense on the one hand, and divert public funds away from program delivery to evaluation on the other. The reverse of the equity proposition also holds. If private institutions were to be held to lower standards or different standards, should the publicly-assisted institutions not in fairness also be allowed to offer similar programs to compete?

But it must be said that these obstacles of cost, due process and scope in regulation are not insuperable. The Government of Ontario could set up such an agency or board. But that would only be the beginning. Disputed judgements over secular degree-granting status would be masked in this regulatory theatre by issues of process, procedures and appeals. The foregoing considerations suggest something of the nature of the new world into which the Province would be venturing if such a choice were to be made.

During its deliberations Council was troubled by the question of whether or not at this time, when the publicly-assisted system is under such fiscal strain, questions of this sort are usefully opened up. Council came to the conclusion that the certain difficulties entailed, and that the potential danger of diverting public funds, outweighed the debatable benefits of a major policy change at this time. Council, therefore, rejected the regulated private sector option as it became more familiar with the difficulties associated with putting apparently straightforward principles into practice and the potentially adverse impact such institutions would have upon the already strained financial circumstances in which the publicly-assisted institutions must operate. Thus, as Council moved from the issue of what kind of institutions **could** or **would** most likely exist under a regime of regulated secular degree-granting to the question of **should** such institutions have secular degree-granting power, it turned to the history and experience of the Province for guidance.

7.0 Policy Declaration and Recommendations

The Province of Ontario has developed its own way of responding to its constitutional responsibilities for education at the university-level. It is a way that is quite different from many other jurisdictions in North America, although it is a model used by a number of Provinces in Canada. The Ontario public's need for access to university-level education and research of high quality is met through a system of privately-governed and managed but publicly-funded university-level institutions and their affiliates. By this means, the Province promotes broad accessibility, serves all parts of the Province with a wide range of academic programs, maintains reasonably uniform standards of quality across the system, and assures that there is autonomy and freedom in academic matters. By restricting access to degree-granting authority to this grouping of institutions, the public is assured of quality and protection for its massive investment in university-level institutions. This is the Ontario Way.

A number of institutions are affiliated or federated with the publicly-assisted institutions. Many of these institutions are part of the religious and cultural heritage that was responsible for much of the early development of higher education in Ontario. Affiliation provides an opportunity for some diversity at the same time as it assures the public that the

programs offered are of an acceptable level of quality. The affiliation route to secular academic degrees through host institutions is now an integral part of the Ontario Way.

In the interest of upholding religious freedom, the Ontario Way does allow religious communities to gain independent degree-granting authority from the Legislature for programs leading to degree-designations that clearly indicate the specialized nature of the instruction offered. Government recommends such incorporations to the Legislature only when the applicants have the support of the religious community they seek to serve and possess the resources necessary to support the programs without Government assistance.

In 1978-79, Council recommended to the Government of Ontario, and the Government accepted, five objectives for the Ontario university system: viz.,

1. to develop a more educated populace;
2. to educate and train people for the professions;
3. to provide for study at the highest intellectual level;
4. to conduct basic and applied research; and
5. to provide service to the community.³⁵

These goals were to be pursued with public funding within a system of publicly-supported universities. At the same time, steps were being taken through the introduction of the Degree-Granting Act, 1983 to set down in law the policy that degree-granting authority should be restricted and thereby provide the legal instrument to support the policy that independent secular degree-granting authority should be confined to the publicly-supported institutions.

The Ontario Way has worked well. The objectives for the university system have been met and continue to be addressed by the publicly-supported system. University participation has reached enviable levels by international standards; access has been opened to all regions of the Province; research has been fostered as an integral part of the universities' missions; and Ontario's universities through their teaching, research, continuing education, cultural outreach and other programs have served the Ontario public and local communities in countless ways. Unquestionably the universities could do more and do it better. Nevertheless they have had to strive for the excellence achieved with comparatively fewer resources than institutions in other Provinces and American states.

University studies by their nature are costly. Because of their duration, depth and complexity, and their dependence on good basic research and scholarly work for continued vitality and relevance, they are expensive services. One of the public's foremost concerns is quality. People want to be assured that all programs offered in Ontario are of high quality in terms of the instruction, resources and facilities provided and the outcomes of the programs themselves. How is the public best served and given the assurances it wants? Council believes that the Ontario Way continues to be the best way. Public institutions that are properly supported by operating and capital assistance from Government, as well as tuition fees and private philanthropy, offer secure, stable environments in which free inquiry, teaching and learning of high quality may take place.

Council believes that given the costly nature of the university enterprise, it would be very difficult for privately-funded institutions to be established or to grow beyond very limited states of development without seeking Government assistance. Programs of high quality would require either very large endowments or very high tuition fees or both. Student assistance, whether provided through the federal or the provincial student assistance programs, currently

35. Ontario Council on University Affairs, Fifth Annual Report, 1978-79, "The Ontario University System: A Statement of Issues", pp. 11-13.

imposes low limits on the amount of tuition cost that can be claimed by students enrolled in private institutions. These levels are pegged to current tuition levels in the publicly-assisted institutions. To make it possible for students other than the most affluent to meet the costs of very high tuition levels, which purely privately-funded institutions would have to charge, would require a considerable increase in the Province's investment in student assistance or more assistance for students in the private sector than in the public. It is obvious that such an increased investment would not be available for enrichment of the program for students in publicly-supported institutions.

Council also believes that private institutions will pose a direct threat to the public's investment in its university system. The Ontario approach was founded upon a realization that even a relatively wealthy jurisdiction like Ontario is not able to support high quality private institutions without recourse to some level of public assistance. Council notes that in nearly half of the states in the United States, private institutions are given some help by state and local appropriations; that, according to 1986 data, on average across the United States, federal appropriations per student in private institutions are higher than federal appropriations in public institutions; and that federal-in-aid grants per student in private institutions are very nearly equal to the average per student in public institutions.³⁶ Council is also concerned that, in the tight fiscal environment in which Ontario currently operates, public resources used to help ailing private institutions or to help private institutions develop the range or quality of their programs will in one way or another be diverted from the public system. Council underlines the fact that some of the institutions currently seeking independent, secular degree-granting authority openly seek public assistance.

Some of the desire to establish private institutions in Ontario flows from the perception that over the years the quality of public education has deteriorated. Council shares this concern that rising costs, restricted base grants, and pressure to expand access have taken their toll over the past decade. Class size has risen; service has been cut; growth has been accommodated with part-time instruction; facilities are strained and overcrowded as Council has often pointed out. However, Council submits that the most effective means for addressing this concern is not marginal privatization in the field of university-level education, but rather with a commitment to restore the quality of education offered by the publicly-assisted universities. At the moment, universities must struggle to make ends meet with the limited resources at their disposal. In the judgement of Council, this is no time to threaten the system with a further diminution of real income through the direct or indirect diversion of resources to private institutions. Nor is it the time to license the public institutions to compete with stripped down programs that might be provided by a private sector. Public resources are scarce, but not so scarce as to lead Council to throw its hands up in despair and counsel privatization as a last resort. Modest, directed, purposeful investments in the publicly-assisted universities, such as those recommended in Advisory Memorandum 90-IV, Government Support for the University System in 1991-92, will do much to reassure public confidence in Ontario's universities and enhance their ability to deliver advanced education of high quality.

Council, therefore, reaffirms the policy that in the interests of assuring the public of educational quality and protecting the public's investment in its publicly-funded institutions, the Government should continue the policy whereby only provincially-assisted university-level institutions should be given the authority to offer secular degrees in Ontario.

36. National Center for Education Statistics, *State Higher Education Profiles*, 1988 Edition.

Accordingly, Council *recommends to the Minister:*

OCUA 90-31

*POLICY ON INDEPENDENT SECULAR DEGREE-GRANTING
AUTHORITY FOR PRIVATELY-FUNDED INSTITUTIONS*

THAT only provincially-assisted institutions should be granted independent, secular degree-granting authority, and the right to use the word "university" in their names, in Ontario.

Council recognizes that under certain circumstances it might be appropriate to consider the establishment of new, publicly-assisted, university-level, secular degree-granting institutions to respond to societal needs. Council's foremost concern is to ensure that the needs of the people of Ontario are met. It will continue to monitor the demand for university-level education and research and the responsiveness of the publicly-supported institutions to that demand. If the public's needs cannot be served by existing institutions, Council will consider recommending the establishment of new provincially-assisted institutions. In such cases, Council would refer the matter to a Committee that would conduct public hearings and receive representations from all interested parties before making a recommendation to Council. Furthermore, if the Government is not able to meet the needs of the people of Ontario for university-level studies of high quality, Council will not hesitate to revisit the issue of privately-funded universities.

Accordingly, Council *recommends to the Minister:*

OCUA 90-32

*POLICY ON THE ESTABLISHMENT OF NEW FREESTANDING
DEGREE-GRANTING INSTITUTIONS*

THAT until the public's needs for educational services cannot be met from the existing provincially-assisted, secular degree-granting institutions, no new, independent, freestanding secular degree-granting institutions be established in Ontario.

Council also believes that in the interests of maintaining religious freedom, the Government should continue not to oppose access to independent, **religious** degree-granting authority for religious institutions. This support should, however, be conditional. In order to ensure that the institution is primarily religious in its orientation, the objects of the organization should clearly specify that the institution exists primarily to serve a named religious community established in Ontario. Government should be assured that the programs are of good quality. Council would recommend that the Government carefully consider the recommendations in the Burke Report, although Council has reservations about the propriety of Government evaluation of the quality of the theologically-based curricula.³⁷ Institutions of this sort might be better served by some self-supporting process of peer-adjudication or self-evaluation along the lines of the Ontario Council for Graduate Studies. It is also very important that the Government be satisfied that there are resources in place to ensure the ongoing viability of the institution without

37. Task Force on the Ministry of Colleges and Universities Policy on Assessing Applications for Incorporation from Private Bible Colleges and Seminaries. Report, 1988.

recourse to Government funding. The religious community that it serves should clearly demonstrate its intent and ability to contribute substantial resources to ensuring the ongoing viability of the institution.

Accordingly, Council *recommends to the Minister:*

OCUA 90-33

*POLICY ON THE ESTABLISHMENT OF FREESTANDING,
RELIGIOUS DEGREE-GRANTING INSTITUTIONS.*

THAT Government not oppose applications for independent authority to grant religious degrees from religious institutions whose primary object is to serve religious communities established within Ontario; which offer Ontario programs of good quality; which are able to provide strong evidence that with the active support of the religious communities they seek to serve they have the resources in place to ensure their ongoing viability without recourse to Government assistance.

7.1 Access to Secular Degree Credentials Through Affiliation

A key element of the established Ontario Way is affiliation. The 15 provincially-assisted universities and Ryerson Polytechnical Institute have been granted, though their acts of incorporation, power to affiliate with other institutions. Through affiliation, affiliated institutions are able to offer programs that lead to degrees conferred by their host institution. More than 20 institutions are affiliated with provincially-assisted universities and many of them have written Council impressing upon us the mutual benefits of the affiliation process. Affiliation arrangements vary greatly. The mix of secular and theological programs involved in these affiliations also differs widely. Affiliation has become a necessary precondition both for degree-granting authority and for access to provincial assistance in Ontario.

What does affiliation offer? Affiliation makes educational diversity possible but under circumstances where the public is assured that, on an ongoing basis, the quality of the programs of the affiliate is being monitored by a host institution that does not lend its degree-granting powers lightly. In such relationships, affiliates usually bring buildings, students, committed faculty, and a somewhat different educational philosophy to host universities. In return, they get access to library and other facilities for their faculty and students, recognition by reputable authorities of the quality of the programs offered, intellectual and social contact with the academy, and of course degree credentials for their programs.³⁸

In the representations made to Council from applicant groups, concern was expressed that access to affiliation was unreasonably difficult to achieve. At the same time, Council has been made aware of a number of difficulties that host institutions encounter in affiliation relationships, such as conflict over academic standards, the terms and conditions of faculty appointments and the sharing of resources. Already overburdened universities are not anxious to take on additional responsibilities. Host institutions quite understandably worry about the contingent liabilities involved in undertaking affiliation with institutions that could fail. Council also notes that the religious heritages represented in current affiliations do not fully reflect the diversity of religious and cultural heritages present in the Province at this time. Nevertheless,

38. Briefs and letters from several affiliated institutions expanded upon these points, in particular, those of Conrad Grebel College, Emmanuel College, the joint submission of King's, Brescia and Huron Colleges, St. Jerome's College, St. Paul's College and Canterbury College.

Council relies on the evidence before it, based on the history of the Province, that more than 20 affiliations have been achieved and, in spite of difficulties, continue to work well. Council is convinced that the affiliation route is preferable to the route of chartering freestanding institutions for two basic reasons. Affiliation protects the consuming public through the ongoing monitoring of the affiliate's programs. Secondly, the affiliation relationship provides the opportunity for the affiliate to benefit from cooperation with the host institution.

Accordingly, Council recommends to the Minister:

OCUA 90-34

POLICY ON ACCESS TO SECULAR DEGREE CREDENTIALS FOR PROGRAMS THROUGH AFFILIATION

THAT in the interests of accommodating diversity while at the same time assuring the public of the quality of the educational programs offered, Ontario institutions wishing to achieve secular degree-granting credentials for their academic programs should be required to seek this through affiliation with a provincially-assisted university or Ryerson Polytechnical Institute.

Council is not convinced that the affiliation route is bedeviled with insurmountable problems. The fact that applicants have been denied affiliation does not mean that it is failing. In some instances, it could be a signal that it is in fact working well. Council believes, however, that the way could be improved. The provincially-assisted universities have been accorded the exclusive privilege of granting secular degrees. They themselves would acknowledge that this is a responsibility to be taken seriously but that this right should not be exercised in an arbitrary or exclusionary manner. They should demonstrate their openness to proposals of affiliation and responsiveness to qualified applicants. Council believes that there are certain things the provincially-assisted universities should be asked to do to ensure that this responsibility is exercised fairly. To be fair to the host institutions upon whom these burdens are to fall, however, Government should also make clear the limits of what it expects institutions to do in carrying out these responsibilities.

What should the provincially-assisted universities be asked to do? It is obvious that the exercise of this responsibility should be fair and be seen to be fair. Current norms for the exercise of public responsibilities of this kind would suggest that host institutions should set out clearly their decision-making criteria, their understanding of the roles of the host and the affiliate in the affiliation relationship and the key conditions and clauses of affiliation agreements so that prospective affiliates can know in advance what would be required of them. Host institutions should also set out clear procedures for considering the applications of affiliated institutions. These procedures should, of course, include appropriate opportunities for hearings before the governing bodies charged with making the decisions, reasonable timetables for dealing with the applications, written reasons for the decision made, and opportunities to appeal to the governing bodies of the host institutions.

It would be very helpful to all concerned if a common code of practice in affiliation were prepared by the institutions working collectively and in consultation with prospective affiliates. It is clearly not within Council's powers to make recommendations to the Council of Ontario Universities, but it would be helpful if that body were to coordinate the preparation of common procedures and practices, which institutions could modify to meet their own particular circumstances.

Council is not recommending legislative changes to amend or curtail the autonomy of institutions in exercising their independent decision-making in this process. It will be useful, however, for Government to set certain limits on its expectations of the provincially-assisted universities. Clearly, Council is not suggesting that host institutions be indiscriminate in their willingness to enter into affiliation relationships. This would negate the value of affiliation as a protector of the consuming public. The criteria that host institutions set should be demanding but reasonable and attainable by *bona fide* institutions with the resources to offer programs of a standard of quality comparable to that of the host institutions. This means that the host institutions may quite reasonably require solid evidence of quality and financial viability in all its manifestations whether it be governance, administration, qualifications of faculty, admission requirements, space and library resources, working capital, etc. Moreover, the host institutions should continue to exercise their right to monitor the affiliates' fulfilment of these requirements on an ongoing basis. Secondly, host institutions should be expected to continue to require that their policies and standards respecting academic freedom be upheld by the affiliates. Thirdly, host institutions should reasonably expect to recover from their affiliates the direct costs of the evaluative and administrative functions that they incur and a reasonable overhead on those costs. Finally, while the affiliation agreements should contain specific undertakings regarding the transfer of students between the programs of the host and affiliated institutions and the host institutions should keep registrarial records of the students and former students of the affiliates on an ongoing basis, the host institutions should not be expected to assume the obligations of the affiliate should it discontinue operations for whatever reasons.

Prospective affiliates should expect that an institution's requirements for affiliation are clearly and publicly set forth, and are attainable by institutions that have the resources to mount academic programs of high quality. They should expect that their applications will be accorded full and fair reviews, will be dealt with in good faith, and will be given reasons for the decisions made and an opportunity to appeal to the host's governing body. They should expect that affiliation agreements will be of reasonable duration and will be renewable with clearly stated conditions. They should also be able to expect that the affiliation agreement will contain reasonable dispute resolution mechanisms. Should they expect host institutions to affiliate with them if they are offering programs that the host institutions do not offer? The answer to this question cannot be categorical. At the present time, universities that do not themselves offer theological programs have affiliates that do. The evidence is, therefore, that such arrangements are indeed possible and need to be seriously considered if the exercise of this responsibility is to be fair.

Accordingly, Council *recommends to the Minister:*

OCUA 90-35

ACCESS TO AFFILIATION

THAT the Minister convey to the provincially-assisted universities, and Ryerson Polytechnical Institute, Government's expectations for the exercise of their responsibilities in dealing with applications for affiliation, and that the Minister ask the Council of Ontario Universities to coordinate the development of criteria and procedures for affiliation with publicly-assisted universities and Ryerson.

7.2 Funding Implications

Most current affiliation arrangements enable host institutions to report the students of affiliates for operating grant purposes and share the resources earned thereby with the affiliates. What funding arrangements should apply to new affiliates? This is an important question for a number of reasons. First, not all institutions seeking access to secular degree-granting authority want public resources; in fact, some of them emphatically do not. Secondly, Council has opposed the establishment of freestanding, privately-funded institutions partly because of doubts about the long-term viability of such institutions in the Canadian context. The same doubts must be squarely faced by host institutions considering affiliation applications. Thirdly, the extension of public resources to fund the programs of affiliates would in the case of large institutions represent a considerable call on the provincial operating grants program and represent a threat to the provincially-assisted universities. Finally, the formula for allocating operating grants has undergone a fundamental change in recent years.

The publicly-assisted universities are now funded under an arrangement which has two essential attributes: weighted enrolment and income stabilization. Universities receive funds in proportion to the number of students in approved programs with weights ranging from 1 in the case of general arts to 6 for doctoral studies. Secondly, a corridor has been established around institutions' enrolments to permit planning and orderly adjustment to shifting demand. Institutions receive a stable income as long as their BIU totals fluctuate $\pm 3\%$ around their corridor midpoint. Thus a potential affiliate, by bringing additional students, does not necessarily bring entitlements to additional provincial funding as might have been the case in the past. What funding arrangements should, therefore, apply?

7.2.1 Affiliation Without Provincial Assistance

The first issue is, given the risks involved, should provincially-assisted institutions accept institutions into affiliation whose programs would not be put forward for provincial operating-grant eligibility? It must be emphasized that universities currently possess this right, but the question remains, are universities well advised to use it? Council has recommended against stand-alone, privately-funded institutions, but it is not as concerned about privately-funded affiliates. One provincially-assisted university has for a number of years successfully offered a high quality graduate program in Business Administration targetted to mid-career professionals on an entirely self-financing basis.³⁹ This suggests that institutions serving certain niches in the educational market, or offering specially-designed programs to meet the needs of specific client groups, exist and will emerge. Indeed many of the applicant institutions which appeared before Council are operating under such circumstances. Council believes that provincially-assisted institutions and private operators can work in partnership to produce high quality programs offered on a self-financing basis. At the moment, partnership arrangements are being actively explored at other levels and the Ministry of Colleges and Universities has been reorganized to enhance the pursuit of this objective. Council, therefore, believes that such affiliations should be given careful consideration.

7.2.2 Access to Public Funding for Programs of Affiliates

Most affiliations in place enable the host institutions to claim enrolment in the eligible programs of the affiliated institution for operating grant purposes. The affiliation agreements then determine how the resources generated by this enrolment are distributed between the host

39. The University of Toronto offers an Executive MBA program whose enrolment is not reported for provincial operating grants.

and the affiliate. The conditions under which affiliation arrangements may qualify for provincial operating grants can be summarized as follows:

- the students of the affiliate must be registered in the host institution and the degrees conferred must be the degrees of the host provincially-assisted university; and
- the standards of admission, curriculum, graduation, etc., must be established and regulated by the appropriate academic bodies of the host provincially-assisted university.

Under the combined circumstances of severely constrained public funding and corridor funding arrangements, how should new affiliations seeking operating assistance be treated? First, funding of affiliated programs should not be automatic. Council would wish to consider and make recommendations to the Minister on the eligibility of such programs. The criteria against which Council would assess the application would be as follows:

- Would the program require an appreciable draw on the Province's operating grants program? If it would, the required resources should not be taken off the top of the provincial operating grants at the expense of the existing institutions, but should be put to Government for additional funding. The funding eligibility of the program should be contingent on the Government's decision to provide additional funding for the program, and would be reflected in a shift of the host institutions's corridor.
- Is the program duplicative of existing programs? If it is, it would need to be justified on the basis of uniqueness, student demand and societal need, and in the case of professional, quasi-professional and special undergraduate programs and graduate programs it would be judged against existing program eligibility criteria as outlined in the Operating Funds Distribution Manual of the Ministry of Colleges and Universities and the applicable advisory memoranda of Council.
- Can the enrolment be accommodated within the host institution's corridor, or does the host institution's corridor need to be adjusted upwards? If it does, Council would normally want to make its program eligibility recommendation conditional on Government providing additional resources to make this corridor adjustment possible.
- Under the affiliation agreement, have the current eligibility criteria for programs of affiliated institutions been met? Council would recommend that the current requirements, whereby the affiliate's students are registered in the host institution and the affiliate's programs meet the requirements of the host institution, be continued.

Accordingly, Council *recommends to the Minister:*

OCUA 90-36

**POLICY ON PROVINCIAL OPERATING GRANTS FOR PROGRAMS
OFFERED BY NEW AFFILIATED INSTITUTIONS**

THAT programs of new affiliated institutions be made eligible for operating grants only if they meet the requirements as outlined in this memorandum.

7.3 The Colleges of Applied Arts and Technology

Affiliation is a very flexible tool. It also provides a method of bridging the gap between the universities and the Colleges of Applied Arts and Technology. The policies and legislation under which the colleges were organized clearly did not contemplate the colleges being given independent degree-granting authority. The Act under which the colleges are organized does, however, authorize the colleges to enter into agreements with the universities for the establishment, maintenance and conduct by the universities in the colleges of programs leading to degrees awarded by the universities.⁴⁰ There has recently been considerable discussion of the role of the Colleges of Applied Arts and Technology in society. This discussion invariably includes consideration of degree-completion options for the programs of the colleges. The recently completed VISION 2000 report provides Government with recommendations on this and related issues.⁴¹ Council does not wish to anticipate Government's response to these recommendations, although it would be pleased to participate in the search for solutions. No matter what the outcome of the review is, however, the current framework set out in the legislation provides one avenue of approach to dealing with some of the report's recommendations. Accordingly, Council believes that the universities should be encouraged to cooperate with the colleges in developing innovative joint-programs, custom degree-completion programs or advanced standing arrangements. Council notes the preparedness of the universities to enter into serious planning of such initiatives, as was indicated in the recently completed report of the Council of Ontario Universities on relationships between the universities and the Colleges of Applied Arts and Technology of Ontario.⁴² Affiliations between community colleges and universities might form one means whereby clear pathways between institutions in certain programs might be more mapped out.

7.4 Extra-Territorial Institutions

The Degree-Granting Act, 1983 provides two distinct routes for institutions to access the rights to use the word "university" in their names and to confer degrees, depending on whether they have been established inside the Province or outside the Province. Institutions established within Ontario must obtain Acts of the Legislature to enable them to use the word "university" or confer degrees. On the other hand, institutions established extra-territorially must obtain the consent of the Minister of Colleges and Universities to operate in Ontario. Although there are two separate approaches in law, in fact the criteria used to consider each is essentially defined by Government policy. There is no reason why the policies underlying the criteria applied to each of these two categories cannot be fundamentally consistent. At the moment, the criteria are somewhat inconsistent in that extra-provincial institutions are judged against a set of criteria and if they meet those criteria, which are based on reliance on accreditation in the home jurisdiction of the applicant, they are able to operate independently, use the word "university" in their names and confer their own degrees. On the other hand, institutions established intra-provincially are not judged against such criteria, but are required to affiliate with a provincially-assisted university. This situation is obviously unfair.

40. The Ministry of Colleges and Universities Act, 1971.

41. Ontario Ministry of Colleges and Universities, Vision 2000: Quality and Opportunity, May, 1990, pp. 90-102.

42. Council of Ontario Universities, Second Report, the Committee on the Relationship between the Universities and the Colleges of Applied Arts and Technology, May 1990.

There are currently more than ten extra-territorial institutions operating in Ontario with consents. Almost all are based in the United States of America. As noted earlier in this document, academic standards in the United States range widely from the most prestigious to the very weakest. Accreditation regimes are not providing the kind of public protection that they were designed to provide, and in fact accreditation regimes themselves are having to be accredited. Council does not believe that the ministry's criteria currently in place provide adequate public protection. It has made recommendations to this effect in the past and the recommendations have been rejected. Council firmly believes that the consuming public including employers have the right to expect that the academic standards of institutions offering degree programs in this Province are generally comparable to those prevailing within the Ontario system.

Canada has concluded a free trade agreement with the United States of America. Education is not a service covered under that agreement.⁴³ Even if it were, however, it would be not inconsistent with the spirit of that agreement or indeed with the principles of fair play to have a consistent set of rules for both intra-territorial and extra-territorial institutions. Council believes, therefore, that extra-territorial institutions should also operate within Ontario in partnership with provincially-assisted universities of Ontario. It is possible that some institutions currently operating with ministerial consents may not be able to affiliate with an Ontario university. Such institutions should have their consents extended to enable currently enrolled students a reasonable opportunity to complete the courses in which they are enrolled, but not to enrol new students.

Accordingly, Council *recommends to the Minister:*

OCUA 90-37

*POLICY ON ACCESS TO SECULAR DEGREE-GRANTING
CREDENTIALS FOR PROGRAMS OFFERED BY EXTRA-
TERRITORIAL INSTITUTIONS*

THAT, in the interests of assuring the public of Ontario that the academic standards of all institutions offering degree programs in this Province are generally comparable to those within the Ontario provincially-assisted system, extra-territorial institutions wishing to achieve secular degree credentials for academic programs that they wish to offer in Ontario should be required to seek these credentials through affiliation with an Ontario provincially-assisted university or Ryerson Polytechnical Institute.

43. Business investment is, however, covered by the agreement. It is debatable whether this would include educational business.

8.0 Conclusion

Some arguments are easier to make than others. In modern times denial is a more difficult case to argue than approval. Those who favour choice, freedom of action, and pluralism have all the moral high ground in the debate. Standards, to those who can profit or benefit from the lowering of them, always seem to be arbitrary measures, sometimes even abuses of power. However, reasonable standards of admission, performance and graduation also protect the public.

There are some things, gradually built up over long periods, that must be treated with great care. They may be torn down casually but, once disassembled, can only be put back together again with great difficulty - as those who are painstakingly trying to reconstruct curricula at various levels of the education system can readily attest. Council would argue that the publicly-assisted university system of Ontario is one such cultural artifact. Extreme care should be exercised so that now and in the future it does not suffer inadvertent harm. To open up the private margin - a step that cannot easily be reversed if all does not work out as planned - would subject public education in Ontario to further strain at a time when funding constraints make it particularly vulnerable.

The costs associated with contemporary higher education militate against the development of wholly private universities of the classical sort in Ontario. Permitting freestanding, secular degree-granting institutions would most likely lead to a proliferation of small, religious liberal arts colleges and specialized business and technical institutions. All would seek the right to grant more marketable secular degrees, such as BA and MBA, for slightly modified versions of the diploma or specialized degree programs currently offered. This would have direct and indirect funding implications. Government would also have to establish some kind of regulatory agency to ensure quality and stability. The regulations and membership of such a regulatory agency would themselves be contentious issues.

What would all of this add to higher education in the Province of Ontario? Some pluralism, more relativism in degrees, another level of conflict between "public" and "private", and more bureaucracy. Such institutions can operate at present. The only thing they cannot do is offer university degrees or call themselves universities. Council believes that this is a just policy. Consumers can and do decide between these institutions, colleges and universities according to their abilities and preferences.

Undoubtedly there are problems with our current system of publicly-assisted university education which are not entirely related to the fact that it is not sufficiently assisted by the public treasury and fee paying students. Some of the contemporary discontent with public education sustains the yearning for a "better" private system. It is Council's conclusion that the private institutions would not necessarily be better, but they would be different, perhaps in ways that would not be in keeping with current standards. Moreover, the ensuing competition might not create a competition that leads to the improvement in the quality of education, but rather a margin competition to provide more stripped down, narrower, more cost-effective vocational training. That would not be, in Council's view, in the best interests of higher education or of the citizens of the Province of Ontario.

The Ontario Way of publicly-assisted universities, affiliation and restricted degree-granting has on the whole served the people of Ontario well. Over the last generation it has, for example, allowed the universities of Ontario to join the ranks of the world's leading research institutions and to lead in offering highly accessible programs of quality.

Council believes that ethnic, religious and cultural diversity ought to be reflected in its system of publicly-supported institutions, while at the same time schools of higher learning should also be free to serve as integrative institutions, uniting students and scholars from different backgrounds and disciplines in common pursuits. Council believes the best method of achieving these ends, consistent with Ontario tradition, is through a process of improved

affiliation. This same instrument could be adapted as well to manage the operation of out-of-Province institutions on the one hand, and to provide a vehicle for co-operative college-university transfer arrangements.

Council has heard the critics, examined the options thoroughly and, with an open mind, has concluded that Ontario is not ready for a major change in policy at this time and that a major shift in policy is not justified in view of the fact that the most serious complaints with existing policy could be addressed by improving the process of affiliation. Council acknowledges that there are other ways of organizing university systems which also work well within the culture, economy and traditions in other jurisdictions. However, Council has not found sufficient cause to recommend a change in the system of degree-granting that has prevailed in Ontario.

Dr. H.V. Nelles,
Chairman

September 21, 1990

**OCUA RECOMMENDATIONS AND
GOVERNMENT RESPONSES, 1995-96**

OCUA RECOMMENDATIONS AND GOVERNMENT RESPONSES, 1995-96

Recommendation Number	Title	Response
Advisory Memorandum 95-I		
95-1	Eligibility of Enrolment in the Bachelor of Business Administration Program in Business Administration at Brock University for Funding Purposes in 1995-96	Accepted
95-2	Eligibility of Enrolment in the Honours Bachelor of Business Economics Program in Business Economics at Brock University for Funding Purposes in 1995-96	Accepted
95-3	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Environmental Economics at Brock University for Funding Purposes in 1995-96	Accepted
95-4	Eligibility of Enrolment in the Honours Bachelor of International Business Program in International Business at Carleton University for Funding Purposes in 1995-96	Accepted
95-5	Eligibility of Enrolment in the Bachelor of Science in Agriculture Program in Agricultural Economics at the University of Guelph for Funding Purposes in 1995-96	Accepted
95-6	Eligibility of Enrolment in the Bachelor of Science in Agriculture Program in Agroecosystem Management at the University of Guelph for Funding Purposes in 1995-96	Accepted
95-7	Eligibility of Enrolment in the Bachelor of Science in Agriculture Program in Agronomy at the University of Guelph for Funding Purposes in 1995-96	Accepted

Recommendation Number	Title	Response
95-8	Eligibility of Enrolment in the Bachelor of Science in Agriculture Program in Animal Science at the University of Guelph for Funding Purposes in 1995-96	Accepted
95-9	Eligibility of Enrolment in the Bachelor of Science in Agriculture Program in Horticultural Science and Business at the University of Guelph for Funding Purposes in 1995-96	Accepted
95-10	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Indigenous Learning at Lakehead University for Funding Purposes in 1995-96	Accepted
95-11	Eligibility of Enrolment in the Joint Honours Bachelor of Arts Program in Italian at Carleton University and the University of Ottawa for Funding Purposes in 1995-96	Accepted
95-12	Eligibility of Enrolment in the Bachelor of Applied Arts Program in Justice Studies at Ryerson Polytechnic University for Funding Purposes in 1995-96	Accepted
95-13	Eligibility of Enrolment in the Bachelor of Arts Program in Music at the University of Waterloo for Funding Purposes in 1995-96	Accepted
95-14	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Family and Social Relations at the University of Windsor for Funding Purposes in 1995-96	Accepted
95-15	Eligibility of Enrolment in the Bachelor of Science Program in Environmental Science at York University (Atkinson College) for Funding Purposes in 1995-96	Accepted

Recommendation Number	Title	Response
Advisory Memorandum 95-II		
95-16	Eligibility of Enrolment in the Master of Arts Program in Canadian Art History at Carleton University for Funding Purposes in 1995-96	Accepted
95-17	Eligibility of Enrolment in the Joint Doctor of Philosophy Program in History at the University of Guelph, Wilfrid Laurier University and the University of Waterloo for Funding Purposes in 1995-96	Accepted
95-18	Eligibility of Enrolment in the Doctor of Philosophy Program in Clinical Psychology at Lakehead University for Funding Purposes in 1995-96	Accepted
95-19	Eligibility of Enrolment in the Master of Science in Engineering Program in Control Engineering at Lakehead University for Funding Purposes in 1995-96	Accepted
95-20	Eligibility of Enrolment in the Master of Science Program and Doctor of Philosophy Program in Clinical Health Sciences in Nursing at McMaster University for Funding Purposes in 1995-96	Accepted
95-21	Eligibility of Enrolment in the Master of Social Work Program at McMaster University for Funding Purposes in 1995-96	Accepted
95-22	Eligibility of Enrolment in the Doctor of Philosophy Program in Art History at Queen's University for Funding Purposes in 1995-96	Accepted
95-23	Eligibility of Enrolment in the Doctor of Philosophy Program in Sociology at Queen's University for Funding Purposes in 1995-96	Accepted

Recommendation Number	Title	Response
95-24	Eligibility of Enrolment in the Doctor of Philosophy Program in Watershed Ecosystems at Trent University for Funding Purposes in 1995-96	Accepted
95-25	Eligibility of Enrolment in the Master of Arts Program in English at Wilfrid Laurier University for Funding Purposes in 1995-96	Accepted
Advisory Memorandum 95-III		
95-26	Core Funding Envelope	Not Accepted
95-27	Implementation of Core Funding Envelope	Not Accepted
95-28	Educational Opportunity Envelope	Not Accepted
95-29	Negotiated Initiatives Envelope	
95-30	Post Degree of Practice Professional and Quasi-Professional Program Fee Flexibility and Extraordinary Cost Program Incremental Cost Recovery	Not Accepted
95-31	Discipline or Sectoral Reviews of "Societal Need" for Professional and Quasi-Professional Programs	Not Accepted
95-32	Province-Wide Cost-Study	Not Accepted
95-33	Decision-Support Information Requirements for Implementing the New Funding Allocation System	Not Accepted
95-34	Equity Information	Not Accepted
95-35	Accountability Provisions	Not Accepted
95-36	Inter-University Transfer of Academic Credits	Not Accepted
95-37	Implementation of the New Funding Allocation System and Associated Policies	Not Accepted
95-38	Release of Advisory Memorandum 95-III	Not Accepted

Recommendation Number	Title	Response
Advisory Memorandum 95-IV		
95-39	Basic Formula Grant Allocation for 1996-97	Accepted
95-40	Differentiation Grant for Trent University 1996-97	Accepted
95-41	Northern Ontario Operations Grants 1996-97	Accepted
95-42	Northern Ontario Mission Grants 1996-97	Accepted
95-43	Bilingualism Grants 1996-97	Accepted
95-44	Extraordinary Grant for Algoma College	Accepted
95-45	Research Overheads/Infrastructure Grants	Accepted
95-46	Enhanced Accessibility for Students with Disabilities Envelope	Accepted
95-47	Formula Fees and Basic Operating Income	Accepted
Advisory Memorandum 95-V		
95-48	Eligibility of Enrolment in the Master of Engineering Program in Telecommunications Technology Management at Carleton University for Formula Counting Purposes in 1996-97	Accepted
95-49	Eligibility of Enrolment in the Master of Arts Program in Native and Canadian Philosophy at Lakehead University for Formula Counting Purposes in 1996-97	Accepted
95-50	Eligibility of Enrolment in the Master of Science Program in Biomedical Communications at the University of Toronto for Formula Counting Purposes in 1996-97	Accepted

Recommendation Number	Title	Response
95-51	Eligibility of Enrolment in the Master of Science Program in Rehabilitation Science at the University of Toronto for Formula Counting Purposes in 1996-97	Accepted
95-52	Eligibility of Enrolment in the Master of Fine Arts Program in Studio Art at the University of Waterloo for Formula Counting Purposes in 1996-97	Accepted
95-53	Eligibility of Enrolment in the Honours Bachelor of Arts and the Specialized Bachelor of Arts Programs in Native Studies at Laurentian University for Formula Counting Purposes in 1996-97	Accepted
95-54	Eligibility of Enrolment in the Bachelor of Engineering and Society Program in Engineering Physics and Society at McMaster University for Formula Counting Purposes in 1996-97	Accepted
95-55	Eligibility of Enrolment in the Bachelor of Engineering and Management Program in Manufacturing Engineering and Management at McMaster University for Formula Counting Purposes in 1996-97	Accepted
95-56	Eligibility of Enrolment in the Bachelor of Fine Arts Program in Fine Arts (Bilingual) at the University of Ottawa for Formula Counting Purposes in 1996-97	Accepted
95-57	Eligibility of Enrolment in the Combined Honours Bachelor of Arts Program in Film at The University of Western Ontario for Formula Counting Purposes in 1996-97	Accepted

Recommendation Number	Title	Response
95-58	Eligibility of Enrolment in the Bachelor of Science Program in Energy and Environmental Science at Lakehead University for Formula Counting Purposes in 1996-97	Accepted
95-59	Eligibility of Enrolment in the Bachelor of Arts, the Specialized Bachelor of Arts and the Honours Bachelor of Arts Program in Fine Arts Studies at Laurentian University (Algoma College) for Formula Counting Purposes in 1996-97	Accepted
95-60	Eligibility of Enrolment in the Honours Bachelor of Science Program in Environmental Science/Physical Geography at Nipissing University for Formula Counting Purposes in 1996-97	Accepted
95-61	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Environmental Studies (Bilingual) at the University of Ottawa for Formula Counting Purposes in 1996-97	Accepted
95-62	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Stage and Screen Studies at Queen's University for Formula Counting Purposes in 1996-97	Accepted
Advisory Memorandum 96-1		
96-1	Core Arts and Science Programs	No Response
96-2	Groups A and B Undergraduate Programs and Group C Graduate Programs	No Response
96-3	Reporting Requirements for Program Changes	No Response
96-4	Nomenclature Confirmation	No Response
96-5	Ministerial Funding Approval	No Response
96-6	Exemption from Full Reviews	No Response

Recommendation Number	Title	Response
37	Eligibility of Enrolment in the Bachelor of Science Program in Energy and Environmental Science at Lakehead University for Formula Counting Purposes in 1996-97	
95-59	Eligibility of Enrolment in the Bachelor of Arts, the Specialized Bachelor of Arts and the Honours Bachelor of Arts Program in Fine Arts Studies at Laurentian University (Algoma College) for Formula Counting Purposes in 1996-97	
95-60	Eligibility of Enrolment in the Honours Bachelor of Science Program in Environmental Science/Physical Geography at Nipissing University for Formula Counting Purposes in 1996-97	
95-61	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Environmental Studies (Bilingual) at the University of Ottawa for Formula Counting Purposes in 1996-97	
95-62	Eligibility of Enrolment in the Honours Bachelor of Arts Program in Stage and Screen Studies at Queen's University for Formula Counting Purposes in 1996-97	
Advisory Memorandum 96-I		
96-1	Core Arts and Science Programs	No Response
96-2	Groups A and B Undergraduate Programs and Group C Graduate Programs	No Response
96-3	Reporting Requirements for Program Changes	No Response
96-4	Nomenclature Confirmation	No Response
96-5	Ministerial Funding Approval	No Response
96-6	Exemption from Full Reviews	No Response

Recommendation Number	Title	Response
96-7	Criteria for Full Reviews	No Response
Advisory Memorandum 90-VI		
90-31	Policy on Independent Secular Degree-Granting Authority for Privately-Funded Institutions	No Response
90-32	Policy on the Establishment of New Freestanding Degree-Granting Institutions	No Response
90-33	Policy on the Establishment of Freestanding, Religious Degree-Granting Institutions	No Response
90-34	Policy on Access to Secular Degree Credentials for Programs Through Affiliation	No Response
90-35	Access to Affiliation	No Response
90-36	Policy on Provincial Operating Grants for Programs Offered by New Affiliated Institutions	No Response
90-37	Policy on Access to Secular Degree-Granting Credentials for Programs Offered by Extra-Territorial Institutions	No Response

Response to Advisory Memorandum 95-I and 95-II

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February 19, 1996

Professor Stefan Dupré
Chair
Ontario Council on University Affairs
56 Wellesley Street West
10th Floor
Toronto, Ontario
M7A 2B7

Dear Professor Dupré:

Thank you for your letter of December 15, 1995 on the subject of the council's earlier advice on the funding eligibility of new undergraduate professional and graduate programs (Advisory Memorandum 95-I: Undergraduate Professional Programs, and Advisory Memorandum 95-II: Graduate Programs).

I am pleased that the council reconsidered its earlier advice in the context of the November 29 *Fiscal and Economic Statement*. The number of new programs recommended did raise concern about the ability of institutions to offer the proposed programs given the reduction in transfer payments. Your conclusion that institutions are fully committed to the programs (in all but two of which students are enrolled) has been helpful in my consideration of the council's advice.

I am pleased to accept the council's advice contained in both Advisory Memoranda, specifically, that the following proposed new programs be approved for public funding eligibility at the categories and weights consistent with the *Ontario Operating Funds Distribution Manual*:

1. Undergraduate Programs

Brock	BBA	Business Administration
	Hons BBE	Business Economics
	Hons BA	Environmental Economics
Carleton	Hons BIB	International Business
Guelph	Bsc [Agr]	Agricultural Economics
	Bsc [Agr]	Agroecosystem Management
	Bsc [Agr]	Agronomy

.../2

	Bsc [Agr]	Animal Science
	Bsc [Agr]	Horticultural Science and Business
Lakehead	Hons BA	Indigenous Learning
Ottawa	Hons BA	Italian [Jointly with Carleton University]
Ryerson	BAA	Justice Studies
Waterloo	BA	Music
Windsor	Hons BA	Family and Social Relation
York	BSC	Environmental Science

I note the concern expressed regarding four-year general degree programs. Please keep me advised of developments in this regard.

2. Graduate Programs

Carleton	MA	Canadian Art History
Guelph, Waterloo and Wilfrid Laurier	PhD	History (Joint Program)
Lakehead	PhD	Clinical Psychology
	MScEng	Control Engineering
McMaster	MSc/PhD	Clinical Health Sciences in Nursing
	MSW	Social Work
Queen's	PhD	Art History
	PhD	Sociology
Trent	PhD	Watershed Ecosystems
Wilfrid Laurier	MA	English.

In your December 15 letter, you reported that the council has undertaken a reconsideration of the processes under which programs are reviewed for funding eligibility. In light of the changing fiscal environment, it will be important that future programs be assessed under criteria that promote effective sector-wide planning and co-ordination.

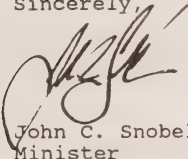
I would appreciate it, therefore, if the council could provide me with advice on this matter by May 15, 1996.

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- 3 -

Please convey my appreciation to the members and staff of both the council and the Academic Advisory Committee for their work during this year's program review cycle.

Sincerely,

A handwritten signature in dark ink, appearing to read 'J. Snobelen', written over the printed name.

John C. Snobelen
Minister

cc: The Honourable Jim Wilson,
Minister of Health

Response to Advisory Memorandum 95-III



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Minister

Ministre

November 30, 1995

Dr. J. Stefan Dupre
Interim Chair
Ontario Council on University Affairs
56 Wellesley Street West
10th Floor
Toronto, Ontario
M7A 2B7

Dear Dr. Dupre:

I am writing to follow up on the OCUA Advisory Memorandum 95 III in which Council provided advice on a new funding mechanism for Ontario's universities.

In view of the budget reductions announced on November 29, 1995, I have decided not to implement any new funding mechanism at this time.

Although it was clear Council had done very detailed consideration of many difficult issues, had done some noteworthy research of its own into university expenditures and had thought carefully about a new model, I am convinced that a measure of stability in the funding mechanism is required until the government can come to some decisions on its longer term goals for university level education and research.

I would however like to proceed with the cost study which the Council had proposed doing. In view of the differences of opinion which seem to exist around the costs of various university activities it would be very useful for the government in its own deliberations to have an independent and accurate costing for the complete range of university activities. To this end, I would ask the Council to convene a steering committee comprised of university, ministry and Council representatives to begin this project. The steering committee's first task should be to determine the most feasible means to accomplish a comprehensive costing of university activities.

I would like to express my great appreciation to Council members and staff who devoted much time and effort in the preparation of the advice and look forward to hearing from you on the outcome of your cost study.

Sincerely,

John C. Snobelen
Minister

Response to Advisory Memorandum 95-IV



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Minister

Ministre

February 2, 1996

Dr. Stefan Dupré
Interim Chair
Ontario Council on University Affairs
56 Wellesley Street West
10th Floor
Toronto, Ontario
M7A 2B7

Dear Dr. Dupré:

I would like to thank you and the members of council for the advice received on January 2, 1996 in Advisory Memorandum 95-IV, "The Allocation of Government's Operating Support for the University System in 1996-97".

I appreciate all the work that council and staff have put into preparing the allocative advice. Your efforts to provide this advice expeditiously, and in a consistent manner with previous years allocations, are acknowledged.

I am pleased to accept the recommendations put forward by council, as reflected in your memorandum, with respect to the amount allocated to each of the funding envelopes and the preliminary distribution of the funds among universities within each of the envelopes.

Accordingly, for fiscal 1996-97:

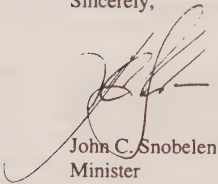
- The differentiation grant for Trent University will be \$1,346,000.
- The Northern Ontario Operations Grants will total \$6,417,000 and the Northern Ontario Mission Grants will be \$2,256,000, both allocated as recommended. Project plans will be requested of the northern institutions prior to the funds being flowed under the Northern Ontario Mission Grants.
- The regular bilingualism grants will total \$19.514 million, allocated as recommended, according to the incidence of incremental bilingualism costs as identified in Advisory Memorandum 89-III.

.../2

- An extraordinary grant of \$540,000 will be provided to Algoma College for 1996-97. I would appreciate some more permanent resolution of the disposition of this grant before 1997-98, whether or not there is resolution of the aboriginal college question.
- The Research Overheads/Infrastructure Envelope will total \$22.990 million, distributed according to each institution's share of federal granting councils' peer-adjudicated research grants for 1992-93, 1993-94, and 1994-95.
- Access for Students with Disabilities will be funded with \$4,892,000 in total and will be distributed (as in 1995-96) based on a three-year moving-average of total eligible Full-time Equivalent students, slipped one year, with a floor provision of \$60,000 for Hearst College and Dominican College and a floor of \$90,000 for other provincially-assisted university-level institutions.
- The basic grants envelope will total \$1,415.477 million excluding a \$500,000 contingency reserve, with the preliminary distribution being made according to the advice presented. This distribution incorporates \$151.307 million in transition to new corridors funding, thus completing this transition.

Thank you again. I look forward to receiving advice on the Algoma extraordinary grant shortly.

Sincerely,



John C. Snobelen
Minister

Response to Advisory Memorandum 95-V

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June 20, 1996

Professor Stefan Dupré
Chair
Ontario Council on University Affairs
56 Wellesley Street West
10th Floor
Toronto, Ontario
M7A 2B7

Dear Professor Dupré:

Thank you for your letter of February 22, 1996 transmitting
*Advisory Memorandum 95-V: Graduate Program and Undergraduate
Professional Program Formula Counting Eligibility, 1996-97.*

I am pleased to accept the council's advice contained in the
Advisory Memorandum, specifically, that the following proposed
new programs be approved for formula counting eligibility at the
categories and weights consistent with the *Ontario Operating
Funds Distribution Manual*:

1. Graduate Programs

*Master of Engineering, Telecommunications Technology
Carleton University*

*Master of Arts, Native and Canadian Philosophy
Lakehead University*

*Master of Science, Biomedical Communications
University of Toronto*

*Master of Science, Rehabilitation Medicine
University of Toronto*

*Master of Fine Arts, Studio Art
University of Waterloo*

2. Undergraduate Programs

*Bachelor of Science, Energy and Environmental Science
Lakehead University*

.../2

Bachelor of Arts, Fine Arts Studies
Laurentian University at Algoma College (Sault Ste. Marie)

Bachelor of Science, Environmental Science/Physical
Geography
Nipissing University

Bachelor of Arts, Environmental Studies - Bilingual
University of Ottawa

Bachelor of Arts, Stage and Screen Studies
Queen's University

Bachelor of Arts, Native Studies
Laurentian University

Bachelor of Engineering in Society, Engineering Physics and
Society
McMaster University

Bachelor of Engineering and Management, in Manufacturing
Engineering and Management
McMaster University

Bachelor of Fine Arts - Bilingual
University of Ottawa

Bachelor of Arts, Film (Combined Honours)
University of Western Ontario

Please convey my appreciation to the members and staff of both the council and the Academic Advisory Committee for their work during this year's program review cycle.

Sincerely,



John C. Snobelen
Minister

cc: The Honourable Jim Wilson,
Minister of Health



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Minister

Ministre

TO: Executive Heads of the Provincially-Assisted Universities, Algoma, Dominica, Hearst, OCA, and OISE

Information copies to: AEC, CEFO, CFS-O, COU, COUSA, CUPE, OCUA, OCUFA, OGA, OUSA

FROM: Dave Cooke

DATE: June 7, 1995

SUBJECT: INTERIM REPORT OF EQUITY IMPLEMENTATION COMMITTEE OF OCUA ON UNIVERSITY ANTI-HARASSMENT AND ANTI-DISCRIMINATION POLICIES

I am pleased to enclose a copy of the Interim Report of the Equity Implementation Committee of the Ontario Council on University Affairs (OCUA) on University Anti-Harassment and Anti-Discrimination Policies.

I am encouraged by the progress being made in the Ontario university system as identified by the report from Council. I support the Council's suggestion that institutional policies be re-submitted to OCUA once the university community has had the opportunity to review this analysis.

I trust that an Advisory Memorandum to the Minister regarding this matter will be forthcoming, and that it will be helpful in determining any future action on these important issues.

Dave Cooke
Minister
M.P.P. Windsor-Riverside

attachment

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